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A REPORT

SUBMITTED TO THE

BUDGET COMMITTEE

(Pursuant to section 301(c) of Public Law 93-344)

PREPARED BY THE

SELECT COMMITTEE ON INDIAN AFFAIRS
UNITED STATES SENATE

MARCH 1990

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LETTER OF TRANSMITTAL

U.S. SENATE,
SELECT COMMITTEE ON INDIAN AFFAIRS,
March 9, 1990.

Hon. JIM SASSER, *Chairman,*
Hon. PETE V. DOMENICI, *Ranking Minority Member,*
Committee on the Budget,
Washington, DC.

DEAR CHAIRMAN SASSER AND SENATOR DOMENICI: Enclosed please find the report of the Select Committee on Indian Affairs on the President's Budget Request for fiscal year 1991 for Indian programs under the jurisdiction of the Select Committee.

The Senate Select Committee on Indian Affairs has analyzed Federal spending trends for programs for Native Americans compared to similar or identical programs for other Americans. Without question, the results show that Indians, the population group which suffers the worst conditions of unemployment, poor health, inadequate education, and other social and economic problems, are the people who, over the past decade, have also suffered the deepest cuts in federal spending for programs designed for their benefit. As a result, we have concluded that the Congress has an obligation, indeed is compelled by considerations of justice and equity, to provide an increase of one billion dollars over the President's fiscal year 1991 budget request or spending or Indian programs. This proposed increase would be $755 million over the appropriated levels for the current fiscal year.

The current conditions of Indians are undoubtedly due in large measure to the lack of political power of the disparate 310 tribes and 197 Alaska Native villages. But these same powerless First Americans are the very people to whom this government owes the highest responsibility, based on treaties, statutes and case law. About eighty-four percent of the $1 billion increase in spending that the Committee is recommending is for housing, health, and education, which are without question the most critical needs in Indian country.

A recent study completed for the Committee by the Congressional Research Service documents just how far, in constant dollars, overall Indian spending has fallen behind equivalent Federal spending for other citizens. When we project these trends in Federal spending for Indians to the year 2000, on a straight-line basis, we find that the total will fall from $3.2 billion to $1.6 billion in constant 1982 dollars. According to the CRS report, overall education spending has risen 1.27 perent annually while Indian education spending has dropped 3.4 percent every year; oveall spending

for health has gone up 6.37 percent annually while Indian health expenditures have risen only 3.53 percent annually; and Federal housing spending has increased 2.7 percent per year while Indian housing spending has decreased 9.18 percent annually. At the same time that Federal Indian spending has been decreasing, the Indian service population has nearly doubled. Obviously, this has doubled the negative impact of our budget policies on Indian people. We are attaching the full text of this report and request that it be given serious consideration by the Budget Committee in its deliberations on the 1991 spending levels needed for Indian and Alaska Native programs.

The Select Committee on Indian Affairs is convinced that the time to start to remedy the situation is in this budget year. Therefore, our recommendations for the fiscal year 1991 budget for programs for Indian and Alaska Native people reflect the Committee's commitment to achieving parity for Native Americans in relation to spending for all other U.S. citizens. Generally, the Committee recommends that all programs be funded at their authorized level. For programs where specific dollar amounts are not authorized, such as the Indian School Equalization Program (ISEP) formula for Bureau of Indian Affairs schools, the Committee is recommending a 10 percent increase over 1991 base levels plus a four percent inflation factor. Where appropriate, accompanying narrative information further documents the needed increases. The Committee will ask CRS to review the trends annually to see whether the gap has narrowed and what adjustments will be needed in future years to bring Federal spending for Indian programs into line with comparable Federal spending for other U.S. citizens.

The Select Committee is recommending fiscal year 1991 funding levels for the Bureau of Indian Affairs (Department of the Interior), the Indian Health Service and the Administration for Native Americans (Department of Health and Human Services), the Office of Indian Education and the Impact Aid Office (Department of Education), and the Office of Indian Housing Programs and the Community Development Block Grant Program (Department of Housing and Urban Development). Representatives of each of the Departments appeared before the Committee on February 28, 1990, to discuss the President's 1991 budget for Indian programs within their jurisdictions. The Select Committee on Indian Affairs met in a business session on March 8, 1990, and unanimously approved these recommendations with a quorum present.

We wish to thank you for the opportunity for the Select Committee on Indian Affairs to provide its review and recommendations on the President's Budget for Indian programs for fiscal year 1991 to the Committee on the Budget and look forward to working with you in the coming year.

Finally, in view of the substantial research and analysis that have contributed to the development of our recommendations, we would also like to take this opportunity to request an oversight hearing by the Senate Budget Committee on Federal spending for Indian programs. We would be pleased to present testimony at

such a hearing in support of the Indian budget increases we are requesting today.

Sincerely,

DANIEL K. INOUYE,
Chairman.
JOHN MCCAIN,
Vice Chairman.

CONTENTS

	Page
Letter of transmittal	III
Introduction	1
Tables:	
Table 1: Summary of Recommendations—All Agencies	3
Table 2: Summary—All BIA Funding	8
Table 3: Comprehensive BIA	9
Table 4: Out Year Projections BIA	11
Table 5: Comprehensive IHS	12
Table 6: Out Year Projections IHS	13
Table 7: Administration for Native Americans	21
Table 8: Out Year Projections ANA	21
Table 9: Department of Education	22
Table 10: Out Year Projections Department of Education	22
Table 11: Department of Housing and Urban Development	23
Table 12: Out Year Projections HUD	23
Department of the Interior:	3
Bureau of Indian Affairs	3
Operation of Indian Programs	4
1990-91 Pay Increases	5
Forward Funding For Education	5
Education	5
Tribal Services	6
Natural Resources Development	7
Trust Responsibilities	7
Construction	7
Loan Guaranty	8
Miscellaneous Payments to Indians	8
Navajo Rehabilitation Trust Fund	8
Department of Health and Human Services:	11
Indian Health Service	11
Health Delivery Systems	14
Clinical Services	14
Preventive Health	17
Urban Health	17
Health Manpower	17
Tribal Management	17
Direct Operations	18
Indian Health Facilities	18
Health Facilities and Sanitation Construction	18
Administration For Native Americans	20
Department of Education:	21
Office of Indian Education	21
Impact Aid	21
Department of Housing and Urban Development:	22
Public and Indian Housing	22
Community Development Block Grants	23
Appendix I—Congressional Budget Office, memorandum	25
Appendix II—Congressional Research Service, Trends in Indian-Related Federal Spending, Fiscal Year 1975-91	26

INTRODUCTION

The Select Committee on Indian Affairs is the authorizing Committee for program operations of the Bureau of Indian Affairs [BIA] in the Department of the Interior, Indian Health Service [IHS] and Administration for Native Americans [ANA], in the Department of Health and Human Services [HHS], and the Office of Indian Education [OIE] in the Department of Education. In addition, the committee has oversight responsibility for operation of programs in other agencies affecting Indians, including the Indian Housing program of Department of Housing and Urban Development.

Specifically, Senate Resolution 4, the committee system reorganization amendments, charges the select committee as follows:

> It shall be the duty of the select committee to conduct a study of any and all matters pertaining to problems and opportunities of Indians, including but not limited to, Indian land management and trust responsibilities, Indian education, health, special services, and loan programs, and Indian claims against the United States.
>
> The select committee shall from time to time report to the Senate, by bill or otherwise, its recommendations with respect to matters referred to the select committee or otherwise within its jurisdiction.

In furtherance of this responsibility, the select committee on February 28, 1990, held oversight hearings on fiscal year 1991 budget submissions of the Bureau of Indian Affairs [BIA], the Indian Health Service [IHS], the Department of Housing and Urban Development [HUD], the Administration for Native Americans [ANA], and the Department of Education.

The programs administered by the BIA, IHS, ANA, HUD, and the Office of Indian Education, as well as those of other Federal agencies with Indian programs are of an extremely broad scope, literally spanning the breadth of Federal, state, and local government responsibilities, but with the additional responsibility for the protection and management of Indian trust resources for which the United States has a trust responsibility.

The Federal budget, as it relates to Indian programs, must be considered in the context of the unique relationship that the United States maintains with the Indian tribes and the Alaska Native communities.

Federal policy has long recognized that Indian tribes within the boundaries of the United States are "domestic, dependent nations." As such, the Supreme Court has held that the tribes have surrendered only those powers of sovereignty which are inconsistent with their dependent status. All other governmental powers still remain. As a result, Indian tribes are not political subdivisions of the states nor are they local governments within the meaning of

most State and Federal statutes. Rather, the tribes and the United States exercise a direct government-to-government relationship with one another.

In 1934, in furtherance of this policy, Congress enacted the Indian Reorganization Act (Act of June 18, 1934; 25 U.S.C. 461 et seq.) setting forth a new policy toward the Indian tribes and providing, among other things, for the political reorganization of the tribes in accordance with the terms of that act if the tribes so choose. In 1936, the provisions of this act, were extended to the Territory of Alaska (Act of May 1, 1936, 25 U.S.C. 473a) and a separate act with similar provisions pertaining to tribes in Oklahoma was enacted (Act June 26, 1936; 25 U.S.C. 501 et seq.)

In contrast with this Federal relationship, the historical relationship of Indian tribes and the States has been one of separation. Tribes are not political subdivisions of States and thus often do not receive funding assistance from State governments. In addition, in the absence of specific legislative directives, Federal pass-through moneys allocated to states all too frequently are not passed through to tribal governments. In examining Federal budget allocations or reductions in Indian programs, it is thus necessary to consider that (1) tribes do not generally receive supplemental funding from state governments on the same basis as county and municipal governments; (2) that tribes for the most part do not have other sources for raising revenues that state or local governments enjoy; and, (3) that there is a direct government-to-government relationship between the United States and Indian tribal governments. Thus, when Federal moneys for Indian programs are reduced or eliminated there is no replacement source to which the tribes can look.

A critical aspect of the government-to-government relationship of the United States with Indian tribal governments is the trust relationship and the obligations this legal relationship imposes on the United States not only with respect to the protection of trust resources but in assuring delivery of services to the Indian people at least commensurate with that delivered to non-Indian citizens. At the reservation level, this obligation is obvious. While it is less obvious, it is just as real for off-reservation programs. During the decade of the 1970's Congress specifically recognized the needs of Indians living in urban and rural off-reservation areas. Thus, an Indian component was included in the Comprehensive Employment and Training Act [CETA] enacted in 1973; and is now carried forward as the Job Partnership Training Act; education benefits were extended to off-reservation Indians through the Indian Education Act of 1972; health programs consisting principally of outreach and referral but also of some direct care services were extended to off-reservation Indians through enactment of the Indian Health Care Improvement Act of 1976; and authorization of funding for Indian child welfare programs was provided with enactment of the Indian Child Welfare Act of 1978. Beginning in the 1960's, the Administration for Native American Programs within HHS has provided services to Alaskan Natives, Hawaiians, and American Indians both on and off reservations. Each of these programs was enacted after extensive hearings and on the basis of ascertained need of the service population which was not being met by state or local governments.

This budget report includes the committee's recommendations for spending in fiscal year 1991 for all major programs for Indians. These recommendations are based in part on the report of the Congressional Research Service—"Trends In Indian-Related Federal Spending, fiscal year 1975-91", the text of which is printed at the end of the report. In addition, the committee has included tables showing out year projections based on its recommended funding levels for fiscal year 1991.

TABLE 1.—SENATE COMMITTEE ON INDIAN AFFAIRS SUMMARY OF RECOMMENDATIONS

[In thousands of dollars]

Appropriation account activity	Fiscal year—		SSCIA recommended	Increase or decrease	
	1990 enacted	1991 requested		From request	From 1990
Department of the Interior:					
Bureau of Indian Affairs	1,371,191	1,185,178	1,417,626	232,448	46,435
Department of Health and Human Services:					
Indian Health Services	1,265,656	1,295,080	1,725,454	430,374	459,798
Administration for Native Americans	31,711	31,711	45,000	13,289	13,289
Department of Education:					
Office of Indian Education	70,308	69,611	119,500	48,889	49,192
Impact Aid	593,500	605,500	685,490	80,990	92,990
Department of Housing and Urban Development:					
Indian Housing	136,099	0	224,000	224,000	87,901
National Commission on American Indian, Alaska Native and Native Hawaiian Housing	0	0	500	500	500
Community Development Block Grant	26,000	27,000	32,000	5,000	5,000
Total	3,495,465	3,214,080	4,749,570	1,035,490	755,105

Department of the Interior

Bureau of Indian Affairs

The BIA has a central office in Washington, DC. However, the majority of headquarters staff work is done in Albuquerque, New Mexico, with "smaller staff contingents" in other states. In addition, there are 12 area offices, 83 agency offices, 3 sub-agency offices, 6 field stations, 3 irrigation project offices, 2 post-secondary schools, 111 day schools, 57 boarding schools, and 14 dormitories. Of the total schools, 78 are operated by tribes under P.L. 93-638 contracts or the tribally controlled schools grant program.

The BIA serves 949,000 Indians, Eskimos, and Aleuts in 31 states; there are 310 Indian tribes in the "lower 48" and 197 Alaska Native entities. The BIA administers 42,385,031 acres of tribal lands; 10,226,180 acres of individual Indian lands, and 442,755 acres of Federally owned land.

The President's budget request for all BIA programs for fiscal year 1991 is $1.185 billion which is $186 million below the fiscal year 1990 appropriated level. The decrease from 1990 is caused almost entirely by two large one-time appropriations in the 1990 spending bill that together amount to over $184 million ($54 million for conversion of 638 contracts from fiscal year to calendar year basis and over $130 million in one time spending to settle certain land and water claims). The BIA budget (including trust fund

operations and the Bureau's portion of construction funding) comprises 25 percent of the total budget of the Department of the Interior.

Operation of Indian programs

The single largest part of the BIA budget (86 percent) goes to Operation of Indian Programs [OIP] for which $1,018,185,000 is requested in fiscal year 1991. The President's budget proposes an increase of $30.386 million from the fiscal year 1990 appropration level. Of the $30 million increase, about $10.3 million is proposed to be added to the education item, $12.1 million to tribal services, $6.3 million to trust responsibilities, and $8.5 million to general administration, with a $6.9 million reduction proposed for natural resources development. A $5 million increase is spread throughout the OIP functions for Federal and Public Law 93-639 pay increases. This will pay 40 percent of the expected pay cost increase for 1991; the remaining 60 percent ($7.5 million) is proposed to be absorbed by programs, as was the $10 million pay increase of 1990.

Of the entire OIP budget, the largest funding category is education for which $313,290,000 is requested (31 percent). The next largest program is tribal services (tribal government, social services, law enforcement, self-determination, and employment development) for which $302,181,000 or 30 percent is requested. The third largest budget item in OIP is natural resources development (forestry, agriculture, minerals and mining) for which $119,831,000 or 12 percent of the total OIP budget is requested. The fourth largest item is general administration (management, ADP, employee compensation, training) for which $112,062,000 or 11 percent of the total OIP budget is requested. Facilities management, another administrative function, requires 8 percent or $87,161,000. The remaining 8 percent of the OIP budget is allocated to Navajo-Hopi settlement ($1,027,000), economic development ($14,544,000), and trust responsibilities such as rights protection, real estate and financial trust management ($68,089,000).

Tribe/Agency operations for all of the activities in OIP (except Navajo-Hopi settlement and facilities management for which there is no tribe/agency item) account for a total of $280,454,000 or 27 percent.

The Committee recommends the following dollar increases (+) and decreases as reflected in parentheses ( ) in the OIP programs, including the Tribe/Agency accounts as shown (a "O" indicates that the Committee has no recommendation for an increase or decrease from the 1991 base and/or the 1991 request):

	Increase from 1991 base	Increase from administration request
General pay cost increases	+$17,500,000	+$17,500,000
Forward funding for education	39,000,000	39,000,000
Education:		
School operations	+30,200,000	+14,162,000
Johnson-O'Malley	3,300,000	6,400,000
Continuing education	25,900,000	27,423,000
Tribal services:		
Government services	1,000,000	(56,000)
Social services	13,200,000	14,500,000

	Increase from 1991 base	Increase from administration request
Law enforcement	700,000	(435,000)
Self-determination	6,400,000	3,013,000
Employment development	400,000	1,360,000
Navajo/Hopi Settlement Program	0	0
Economic development:		
Business enterprise development	1,500,000	1,407,000
Natural resources development:		
Forestry and agriculture	9,300,000	14,270,000
Minerals and mining	700,000	1,457,000
Trust responsibilities:		
Rights protection	2,400,000	1,745,000
Real estate/financial trust	2,900,000	(2,978,000)
Facilities management	12,200,000	12,442,000
General administration:		
Management and administration	0	(3,532)
ADP services	0	(2,350)
Employee compensation	0	0
Program management	0	(800)
Consolidated training program	0	(200)
Tribe/agency:		
Education	4,500,000	5,598,000
Tribal services	18,900,000	9,381,000
Economic development	500,000	409,000
Natural resources development	7,700,000	8,932,000
Trust responsibilities	3,400,000	3,539,000
General administration	3,000,000	1,324,000
Total increases—OIP	+204,600,000	+173,521,000

1990–91 Pay Increases.—The Committee recommends $17.5 million be added to cover the costs of Federal pay increases. This will restore programs to 1989 levels—$10 million for the amounts being absorbed by programs in fiscal year 1990 and $7.5 million for the anticipated shortfall to be caused by the pay increase in fiscal year 1991. Most of these funds will be distributed throughout the OIP account and some will be used for the Construction account.

Forward Funding for Education.—The Committee is recommending a one-time budget outlay of $39 million in fiscal year 1991 to forward fund all BIA education funding. Federal education dollars to other school districts are made available in advance to provide for proper planning and administration. Such advance planning is sorely missing in schools funded by the BIA for which funds are often not made available until well beyond the start of the school year. This funding situation hampers the ability of the BIA to retain quality teachers because they cannot enter into long-term contracts given the instability of the funding source. The Congress authorized advance and forward funding in 25 U.S.C. 1129(a) (2) and (3), Public Law 98–511. Attached is a CBO memorandum and chart that analyzes the budget effects of changing the appropriations for the BIA education programs from a current-year funding basis to a forward-year funding basis.

Education.—The Committee is recommending a total increase of $53.6 million over the President's Budget request. Of this amount, $14.2 million is requested for school operations. The Committee recommends that the amount of $800,000 be restored to the student transportation account, that the transportation account be retained

as a separate budget item, and that a minimum rate of $1.38 per mile be established. Within the recommended amounts, the base funding for the Indian School Equalization Program [ISEP] formula ($1.181 million proposed cut) can be restored and the weighted student unit [WSU] formula funding can be increased; the recent decreases in element 10 education personnel funding can be restored; the proposed reduction in funding of $500,000 for substance abuse counselors can be restored; and non-professional staff employed in Indian education programs can be upgraded. Three separate studies are necessary in order for the BIA to fully measure the quality of the education being provided to students in BIA funded schools. These would include a study on high school dropouts in Indian schools, a study of achievement levels of Indian elementary and secondary students in Bureau funded schools, and a study of spending patterns in BIA funded schools as contrasted with comparable public schools.

The Johnson-O'Malley base program will be restored to 1990 levels with a 14 percent increase. This increase will begin to bring this program up to the actual dollar levels of the early 1980s.

For continuing education, the recommended amount includes the full authorization of $5,820 per WSU for Tribally Controlled Community Colleges that receive funding under Title I of the Tribally Controlled Community Colleges Act. The recommended amount is based on an expected enrollment of 5,000 ISC (Indian Student Count) in fiscal year 1991. In addition, the full authorized endowment level of $5 million is requested for the colleges. The Navajo Community College has an open authorization and the Committee is recommending a 14-percent increase over the 1990 level of funding for this college. Funds will be sufficient for an increase over the 1990 funding levels for Haskell and SIPI and the Haskell summer school program should be restored. Increases in the Tribe/Agency account are needed for higher education scholarships and for adult education.

Tribal Services.—The recommended increase of $27.8 million would restore all programs to the 1990 base and make significant increases in the social services line item and the Tribe/Agency account. The increase will prevent shortfalls in General Assistance. At least $3 million of the increase should be targeted to the Indian Child Welfare Grants program which has been underfunded for many years. Of the proposed $9.3 million increase recommended for Tribe/Agency programs, $2 million should be targeted to tribal courts; $2 million for staffing juvenile detention centers, and $4.3 million should restore the other Aid to Tribal government projects for which the Administration requested a significant decrease. Any remaining increases should be targeted to adult vocational training programs. Under the tribal government services sub-activity, new tribes funding should include the San Juan Southern Paiute Tribe which was recognized in December 1989. In addition, $5 million should be equitably apportioned to tribes recognized since 1971 to upgrade the base funding for these tribes. A study on funding needs for these tribes should be undertaken and a report made to Congress. Funding should be restored for the Self-Governance Demonstration Project authorized by title III of Public Law 93-638 as amended.

Natural Resources Development.—A very significant increase being recommended by the Committee is the $24.7 million increase in this account where the Administration proposes a $5.8 million reduction from the 1991 base. In addition to restoring all base amounts where needed, the additional funding would allow increases in water development, management, and planning activities, rights protection implementation activities, funding for the Council of Energy Resource Tribes, and continuation of the woodland management program. In addition, $300,000 should be used to contract with the Intertribal Agricultural Council for the purpose of conducting the annual Indian Agriculture Symposium and other appropriate activities, including agricultural development and marketing analysis and development.

Trust Responsibilities.—The additional funding of $1.7 million for rights protection should be used for needed cleanup and other environmental activities on sites in Indian country and for water rights negotiation and litigation activities. Additional funds will be needed for solid waste landfills in Indian country because of the potential exposure of the United States in light of the holding in the *Blue Legs* case (*Blue Legs* v. *EPA*, U.S. District Court, WD of South Dakota, Civ. 85–5097).

Construction

The Administration's request for this account is $103,099,000, a $35.127 million decrease from the fiscal year 1990 appropriated level. The Committee recommends the following increases in the Construction programs funded through the Bureau of Indian Affairs:

	Increase/decrease from request
Irrigation	+$31,265,000
Buildings/utilities	8,617,000
Housing	5,339,000
Roads	(1,309,000)
Contract support	4,215,000
Total	+48,127,000

The Committee disagrees in the strongest terms with the proposal to transfer the BIA's safety of dams program to the Bureau of Reclamation. Tribes that contract under the 638 self-determination program for the operation and maintenance of dams are uncertain about the contractibility of the programs if the responsibility is transferred to the Bureau of Reclamation. In spite of their strong concerns and desire for input into the decision process, tribes have not been consulted on the proposed transfer. The program should remain in the Bureau of Indian Affairs with a funding level of $9 million.

The Committee supports use of Housing Improvement Program money for new construction, which would not be allowed under the Administration's budget request. This construction is necessary in cases of emergency and in special circumstances where HUD's Indian housing program cannot be utilized. Given the tremendous need for new and rehabilitated housing in Indian country, the proposed cuts in this program are simply unconscionable.

Loan guaranty

The Administration is requesting $11,487,000 for this program in 1991. The Committee is recommending an additional $10 million for bond guarantees. The Committee has been informed that regulations to administer a new taxable bond guarantee program will be completed by the beginning of fiscal year 1991. The authority for this program was provided in the 100th Congress as part of amendments to the 1974 Indian Financing Act. However, funds to serve as a loss reserve were not requested in fiscal year 1990 due to the lack of regulations. These funds will enable the Administration to support the efforts of Indian tribes to finance larger scale business enterprises with greater efficiency as compared to loan guarantees. The $10 million will enable the Administration to guarantee up to $200 million in bond issues.

Miscellaneous payments to Indians

The Administration is requesting $51,684,000 to carry out the terms of legislation setting various Indian claims to land and water. The Committee agrees with the requested funding levels for fiscal year 1991.

Navajo rehabilitation trust fund

The Administration has requested no funds for this program in fiscal year 1991 because the $800,000 made available in 1990 is not yet obligated. However, the Committee is recommending funding in fiscal year 1991 of $800,000 in anticipation of the early obligation of the $800,000 now available.

SUMMARY—ALL BIA FUNDING

The following summary table shows the 1990 enacted level, the 1991 level requested by the Administration, the difference in the two years, the Select Committee's recommended funding level, and the difference between the recommended funding level and the 1990 enacted appropriation for these programs. The table shows a recommended increase of $46,435,000 above the 1990 appropriation level.

TABLE 2.—SUMMARY—BUREAU OF INDIAN AFFAIRS

[In thousands of dollars]

Appropriation	Fiscal year—			Senate Select recommended	Increase or decrease—	
	1900 enacted	1991 requested	1990 increase or decrease		From request	From enacted
Operation of Indian program	1,035,534	1,018,185	(17,349)	1,191,706	173,521	156,172
Construction	138,226	103,099	(35,127)	1151,226	48,127	13,000
Miscellaneous payments to Indians	191,864	52,407	(139,457)	52,407	0	(139,457)
Loan guarantees	4,767	11,487	6,720	21,48/	10,000	16,720
Navajo rehabilitation	800	0	(800)	800	800	0
Subtotal, appropriations requested	1,371,191	1,185,178	(186,013)	1,417,626	232,448	46,435

The following comprehensive table shows the fiscal year 1990 enacted amount, the fiscal year 1991 requested amount, the differ-

ence between the two amounts, the recommended levels of the Senate Select Committee on Indian Affairs, and the difference between the recommended level of funding and the Administration's request. The table shows a recommended increase of $232,448,000 over the President's request.

TABLE 3.—BUREAU OF INDIAN AFFAIRS COMPARISON OF FISCAL YEAR 1990 AND 1991 BUDGETS

[In thousands of dollars]

Appropriation account/activity	Fiscal year— 1990 enacted	1991 requested	From 1990 (increase or decrease)	Senate Select recommended	Increase or decrease from administration
OPERATION OF INDIAN PROGRAMS (OIP)					
Education:					
School operations	200,790	231,948	31,158	246,110	14,162
Johnson-O'Malley	23,572	20,548	(3,024)	26,948	6,400
Continuing education	30,880	29,672	(1,208)	57,095	27,423
Tribe/agency operations	32,142	31,122	(1,020)	36,720	5,598
Subtotal, education	287,384	313,290	25,906	366,873	53,583
Tribal services:					
Tribal government services	7,226	7,847	621	7,791	(56)
Social services	92,588	93,128	540	107,628	14,500
Law enforcement	4,880	5,373	493	4,938	(435)
Self-determination services	58,626	49,366	(9,260)	52,379	3,013
Employment development	3,059	2,116	(943)	3,476	1,360
Tribe/agency operations	132,785	144,351	11,566	153,732	9,381
Subtotal, tribal services	299,164	302,181	3,017	329,944	26,763
Navajo/Hopi settlement program	1,002	1,027	25	1,027	0
Economic development:					
Business enterprise development	10,748	10,866	118	12,273	1,407
Tribe/agency operations	3,542	3,678	136	4,087	409
Subtotal, economic development	14,290	14,544	254	16,360	1,816
Natural resources development:					
Forestry and agriculture	65,871	61,311	(4,560)	75,581	14,270
Minerals and mining	5,386	4,557	(829)	6,014	1,457
Tribe/agency operations	54,462	53,963	(499)	62,895	8,932
Subtotal, National Reservations Development	125,719	119,831	(5,888)	144,490	24,659
Trust responsibilities:					
Indian rights protection	16,743	17,560	817	19,305	1,745
Real estate/financial trust	20,112	26,248	6,136	23,280	(2,968)
Tribe/agency operations	23,930	24,281	351	27,820	3,539
Subtotal, trust responsibility	60,785	68,089	7,304	70,405	2,316
Facilities management	85,792	87,161	1,369	99,603	12,442
General administration:					
Management and administration	42,106	48,096	5,990	44,564	(3,532)
ADP services	18,203	20,663	2,460	18,313	(2,350)
Employee compensation payments	18,481	11,449	(7,032)	11,449	0
Program management	6,931	7,755	824	6,955	(800)
Consolidated training programs	840	1,040	200	840	(200)
Tribe/agency operations	20,837	23,059	2,222	24,383	1,324
Subtotal, general administration	107,398	112,062	4,664	106,504	(5,558)
Calendar year contracting	54,000	0	(54,000)	0	0
Education forward funding	0	0	0	39,000	39,000
Pay cost increases	0	0	0	17,500	17,500

TABLE 3.—BUREAU OF INDIAN AFFAIRS COMPARISON OF FISCAL YEAR 1990 AND 1991 BUDGETS—Continued

[In thousands of dollars]

Appropriation account/activity	Fiscal year— 1990 enacted	1991 requested	From 1990 (increase or decrease)	Senate Select recommended	Increase or decrease from administration
Subtotal	54,000	0	(54,000)	56,500	56,500
Total, OIP	1,035,534	1,018,185	(17,349)	1,191,706	173,521
CONSTRUCTION					
Irrigation	29,575	2,310	(27,265)	33,575	31,265
Building/utilities	38,475	35,258	(3,217)	43,875	8,617
Fish hatcheries	1,600	0	(1,600)	0	0
Land acquisition	4,200	0	(4,200)	0	0
Employee housing	500	1,000	500	1,000	0
Housing	22,463	20,224	(2,239)	25,563	5,339
Roads	31,598	37,307	5,709	35,998	(1,309)
Contract support	9,815	7,000	(2,815)	11,215	4,215
Total construction	138,226	103,099	(35,127)	151,226	48,127
Miscellaneous payments to Indians	191,864	52,407	(139,457)	52,407	0
Loan guaranty	4,767	11,487	6,720	21,487	10,000
Navajo rehab fund	800	0	(800)	800	800
Total appropriation	1,371,191	1,185,178	(186,013)	1,417,626	232,448

TABLE 4.—BUREAU OF INDIAN AFFAIRS—CBO OUT-YEAR PROJECTIONS

[In thousands of dollars]

Apporiation account/activity	Fiscal year enacted	Senate Select recommended	Fiscal year— 1992	1993	1994	1995
OPERATION OF INDIAN PROGRAMS (OIP)						
Education:						
School operations	200,790	246,110	255,954	266,193	276,840	287,914
Johnson—O'Malley	23,572	26,948	28,026	29,147	30,313	31,525
Continuing education	30,880	57,095	59,379	61,754	64,224	66,793
Tribe/agency operations	32,142	36,720	38,189	39,716	41,305	42,957
Subtotal, education	287,384	366,873	381,548	396,810	412,682	429,190
Tribal servcies:						
Tribal government services	7,226	7,791	8,103	8,427	8,764	9,114
Social services	92,588	107,628	111,933	116,410	121,067	125,910
Law enforcement	4,880	4,938	5,136	5,341	5,555	5,777
Self-determination services	58,626	52,379	54,474	56,653	58,919	61,276
Employment development	3,059	3,476	3,615	3,760	3,910	4,066
Tribe/agency operations	132,785	153,732	159,881	166,277	172,928	179,845
Subtotal, tribal services	299,164	329,944	343,142	356,867	371,142	385,988
Navajo/Hopi settlement program	1,002	1,027	1,068	1,111	1,155	1,201
Economic development:						
Business enterprise development	10,748	12,273	12,764	13,274	13,805	14,358
Tribe/agency operations	3,542	4,087	4,250	4,420	4,597	4,781
Subtotal, economic development	14,290	16,360	17,014	17,695	18,403	19,139
Natural resources development:						
Forestry and agriculture	65,871	75,581	78,604	81,748	85,018	88,419

TABLE 4.—BUREAU OF INDIAN AFFAIRS—CBO OUT-YEAR PROJECTIONS—Continued

[In thousands of dollars]

Apporiation account/activity	Fiscal year enacted	Senate Select recommended	Fiscal year—			
			1992	1993	1994	1995
Minerals and mining	5,386	6,014	6,255	6,505	6,765	7,036
Tribe/agency operations	54,462	62,895	65,411	68,027	70,748	73,578
Subtotal, national resources development	125,719	144,490	150,270	156,280	162,532	169,033
Trust responsibilities:						
Indian Rights Protection	16,743	19,305	20,077	20,880	21,715	22,584
Real Estate/Financial Trust	20,112	23,280	24,211	25,180	26,187	27,234
Tribe/agency Operations	23,930	27,820	28,933	30,090	31,294	32,545
Subtotal, trust responsibilities	60,785	70,405	73,221	76,150	79,196	82,364
Facilities management	85,792	99,603	103,587	107,731	112,040	116,521
General administration:						
Management and administration	42,106	44,564	46,347	48,200	50,128	52,134
ADP services	18,203	18,313	19,046	19,807	20,600	21,424
Employee compensation pmts.	18,481	11,449	11,907	12,383	12,879	13,394
Program management	6,931	6,995	7,233	7,523	7,823	8,136
Consolidated training Programs	840	840	874	909	945	983
Tribe/agency operations	20,837	24,383	25,358	26,373	27,428	28,525
Subtotal, general administration	107,398	106,504	110,764	115,195	119,803	124,595
Calendar year contracting	54,000	0	0	0	0	0
Education forward funding	0	39,000	40,560	42,182	43,870	45,624
Pay cost increases	0	17,500	18,200	18,928	19,685	20,473
Subtotal	54,000	56,500	58,760	61,110	63,555	66,097
Total, OIP	1,035,534	1,191,706	1,239,374	1,288,949	1,340,507	1,394,127
CONSTRUCTION						
Irrigation	29,575	33,575	34,918	36,315	37,767	39,278
Building/utilities	38,475	43,875	45,630	47,455	49,353	51,328
Fish hatcheries	1,600	0	0	0	0	0
Land acquisition	4,200	0	0	0	0	0
Employee housing	500	1,000	1,040	1,082	1,125	1,170
Housing	22,463	25,563	26,586	27,649	28,755	29,905
Roads	31,598	35,998	37,438	38,935	40,493	42,113
Contract support	9,815	11,215	11,664	12,130	12,615	13,120
Total construction	138,226	151,226	157,275	163,566	170,109	176,913
Miscellaneous payments to Indians	191,864	52,407	54,503	56,683	58,951	61,309
Loan guaranty	4,767	21,487	22,346	23,240	24,170	25,137
Navajo rehabilitaties fund	800	800	832	865	900	936
Total appropriation	1,371,191	1,417,626	1,474,331	1,533,304	1,594,636	1,658,422

Department of Health and Human Services

INDIAN HEALTH SERVICE BUDGET

The Indian Health Service [IHS] is the Federal agency primarily responsible for raising to the highest level possible the health of American Indians and Alaska Natives by providing a full range of curative, preventive and rehabilitative health services. IHS serves a growing population of approximately 1 million members of Feder-

ally-recognized tribes who live on or near reservations, or in traditional Indian country, such as Oklahoma and Alaska. Direct health services are provided through the operation of 43 hospitals, 66 health centers, 5 school health centers, and approximately 100 smaller health stations and satellite clinics. The tribal health delivery system which is administered by tribes and tribal groups through contracts with IHS, includes 7 hospitals, 73 health centers, 2 school health centers and approximately 250 smaller health stations and clinics. As with the BIA, the primary legislative authority for IHS programs is the Snyder Act. Additional legislative authority for IHS programs is contained in the Indian Health Care Improvement Act of 1976 and subsequent amendments to that Act.

In fiscal year 1990 Congress appropriated $1,256,906,000 for the IHS, which included $1,185,910,000 for Indian Health Services and $70,996,000 for Indian Health Facilities. The President's budget for fiscal year 1991 proposes a total of $1,295,080,000 for the IHS. This represents an increase of $38,174,000 for the health care services operated directly by the Indian Health Service and for contract care. While the Administration proposes a 3.2 percent increase in the IHS, the increase will not allow the Indian Health Service to keep pace with the 8.4 percent increase in the costs of providing medical care as projected by the Congressional Research Service based upon the Consumer Price Index.

The Committee recommends a total appropriation of $1,725,454,000 in fiscal year 1991, including $1,504,126,000 for Indian Health Services and $221,328,000 for Indian Health Facilities, a 35 percent increase over the fiscal year 1990 appropriation. The increases recommended by the Committee are authorized under three recent Acts: Public Law 100-713, the Indian Health Care Amendments of 1988; Public Law 100-690, the Anti-Drug Abuse Act of 1988; and, Public Law 100-452, the Indian Self Determination and Education Assistance Amendments of 1988. In addition to these authorized increases, the base IHS budget has been increased to: (1) fully restore the program absorptions/decreases resulting from fiscal year 1990 (3.5 percent) and fiscal year 1991 (3.6 percent) Pay Act increases; (2) restore the funding lost in the fiscal year 1990 Sequestration Order; (3) allow for the increased cost of growth in the IHS patient population (2.7 percent annually), and (4) recapture the funding decreases resulting from inflation (8 percent) in order to maintain the fiscal year 1989 levels of care.

A more detailed program by program breakdown of these proposed increases and a narrative explanation of the changes and certain budget policy initiatives follows:

TABLE 5.—INDIAN HEALTH SERVICE—COMPARISON OF FISCAL YEAR 1990 AND 1991 BUDGETS

[In thousands of dollars]

Appropriation account/activity	Fiscal year—			Senate Select recommended	Increase or decrease from administration
	1900 adjusted appropriation	1991 requested	Increase or decrease from 1990		
Clinical services:					
Hospital and clinics	694,173	757,988	63,815	867,749	109,761
Dental health	32,938	36,000	3,061	55,968	19,968

TABLE 5.—INDIAN HEALTH SERVICE—COMPARISON OF FISCAL YEAR 1990 AND 1991 BUDGETS—Continued

[In thousands of dollars]

Appropriation account/activity	Fiscal year—			Senate Select recommended	Increase or decrease from administration
	1900 adjusted appropriation	1991 requested	Increase or decrease from 1990		
Mental health	21,244	22,798	1,554	31,917	9,119
Alcoholism	33,044	34,880	1,836	44,246	9,366
Maintenance and repair	12,025	12,420	395	13,701	1,281
Contract health services	237,647	250,794	13,147	282,557	31,763
Clinical subtotal	1,031,072	1,114,880	83,808	1,296,138	181,258
Preventive health:					
Sanitation	25,571	27,576	2,005	29,255	1,679
Public health nursing	15,025	16,462	1,437	17,405	943
Health education	4,822	5,196	374	11,262	6,066
Community health responsibilities	31,085	32,826	1,741	34,734	1,098
Hepatitis	1,127	1,188	61	1,243	55
Preventive subtotal	77,630	83,248	5,618	93,899	10,651
Urban health	13,049	14,129	1,080	17,905	3,776
Health manpower	9,540	12,600	3,060	35,085	22,286
Tribal management	2,562	4,131	1,569	4,402	271
Direct operations	44,484	49,936	5,452	53,696	3,760
Services subtotal	1,178,337	1,278,924	100,587	1,501,126	222,202
Operation and maintenance of quarters	3,000	3,000	0	3,000	0
Services total	1,181,337	1,281,924	100,587	1,504,126	222,202
Indian health facilities:					
Hospitals	3,359	3,156	(203)	60,063	56,907
Repair and improvement	9,880	10,000	120	10,000	0
Outpatient facilities	15,949	0	(15,949)	9,308	9,308
Personnel quarters	12,518	0	(12,518)	12,457	12,457
Regional treatment centers	1,500	0	(1,500)	4,500	4,500
Sanitation facilities	30,627	0	(30,627)	125,000	125,000
Unobligated balance offset	(700)	0	(700)	0	0
Facilities total	73,133	13,156	(59,977)	221,328	208,172
Grand total	1,254,470	1,295,080	40,610	1,725,454	430,374

TABLE 6.—INDIAN HEALTH SERVICE—CBO OUT-YEAR PROJECTIONS

[In thousands of dollars]

Appropriation account/activity	1990 adjusted appropriation	Senate Select recommended 1991	Fiscal year— 1992	1993	1994	1995
Clincal services:						
Hospital and clinics	694,173	867,749	904,194	942,171	981,742	1,022,975
Dental health	32,938	55,968	58,319	60,768	63,320	65,980
Mental health	21,244	31,917	33,258	34,654	36,110	37,626
Alcoholism	33,044	44,246	46,104	48,041	50,058	52,161
Maintenance and repair	12,025	13,701	14,276	14,876	15,501	16,152
Contract health services	237,647	282,557	294,424	306,790	319,675	333,102
Clinical subtotal	1,031,072	1,296,138	1,350,576	1,407,300	1,466,407	1,527,996

TABLE 6.—INDIAN HEALTH SERVICE—CBO OUT-YEAR PROJECTIONS—Continued

[In thousands of dollars]

Appropriation account/activity	1990 adjusted appropriation	Senate Select recommended 1991	Fiscal year— 1992	1993	1994	1995
Preventive health:						
Sanitation	29,571	29,255	30,484	31,764	33,098	34,488
Public health nursing	15,025	17,405	18,136	18,898	19,691	20,518
Health education	4,822	11,262	11,735	12,228	12,741	13,277
Community health responsibilities	31,085	34,734	36,193	37,713	39,297	40,947
Hepatitis	1,127	1,243	1,295	1,350	1,406	1,465
Preventive subtotal	77,630	93,899	97,843	101,952	106,234	110,696
Urban health	13,049	17,905	18,657	19,441	20,257	21,108
Health manpower	9,540	35,086	36,560	38,095	39,695	41,362
Tribal management	2,562	4,402	4,587	4,780	4,980	5,189
Direct operations	44,484	53,696	55,951	58,301	60,750	63,301
Services subtotal	1,178,337	1,501,126	1,564,173	1,629,859	1,698,323	1,769,653
Operation and maintenance of quarters	3,000	3,000	3,126	3,257	3,394	3,537
Services total	1,181,337	1,504,126	1,567,299	1,633,126	1,701,717	1,773,189
Indian health facilities:						
Hospitals	3,359	60,063	62,586	65,214	67,953	70,807
Repair and improvement	9,880	10,000	10,420	10,858	11,314	11,789
Outpatient facilities	15,949	9,308	9,699	10,106	10,531	10,973
Personnal quarters	12,518	12,457	12,980	13,525	14,093	14,685
Regional treatment centers	1,500	4,500	4,689	4,886	5,091	5,305
Sanitation facilities	30,627	125,000	130,250	135,721	141,421	257,460
Unobligated balance offset	(700)	0	0	0	0	0
Facilities total	73,133	221,328	230,624	240,310	250,403	260,920
Grand total	1,254,470	1,725,454	1,979,923	1,873,436	1,952,120	2,043,109

HEALTH DELIVERY SYSTEMS

Clinical services.—The Committe is recommending that Hospitals and Clinics receive an increase of $109,761,000 over the Administration's request to fully fund the programs authorized under newly enacted public laws and to restore the decreases resulting from Pay Act increases. These increases are applied in the following areas:

Indian Health Care Improvement Act Fund.—Section 201 of Public Law 100-713 authorizes the appropriation of $19,000,000 in fiscal year 1991 to address tribal health resource deficiencies by bringing those hospitals and clinics which are operating with less than 60 percent of the resources to an equitable level with other facilities. About $540 million is needed to bring all programs to a non-deficient level. The Committee recommends that $19 million be added to the Hospitals and Clinics base budget in fiscal year 1991 and sustained in future fiscal years. The Committee understands that the IHS is developing a new resource allocation methodology for distributing the funds appropriated in fiscal year 1990 and is concerned that an equitable distribution may not be achieved without increased tribal consultation.

Fiscal Year 1990 and Fiscal Year 1991 Pay Act Increases.—As stated earlier, in fiscal year 1990 tribal and IHS health programs had to absorb the entire cost of the 1990 Pay Act increase of 3.5 percent or $12,345,000 effective on January 1, 1990. While IHS has built into the fiscal year 1991 budget request an increase to cover the ongoing costs of the fiscal year 1990 pay raise, 50 percent of the proposed funding for the fiscal year 1991 Pay Act increase will have to be absorbed by programs which will result in a reduction of services. To recapture the decreases resulting from such absorptions, the Committee recommends that $15,773,000 be added to the base IHS budget in fiscal year 1991 under the Clinical Services budget activity.

Special Pay for Physicians.—In fiscal year 1990, the Department of Defense authorized a number of special pay provisions for Commission Corps physicians to enhance recruitment and retention efforts. The increase for IHS Commission Corps Physicians totalled $10,032 million and was not budgeted in fiscal year 1990 or added to the base in fiscal year 1991. The Committee recommends that this amount be added to the fiscal year 1991 request to ensure that IHS doctors are paid at the same salary levels as physicians in other Federal agencies.

1988 Amendments to the Omnibus Anti-Drug Abuse Act.—The Committee recommends that full funding for programs authorized under Public Law 100-690 be included in the fiscal year 1991 budget within Clinical Services. These increases include: $697,000 for Training and Community Education; $1,000,000 for ongoing development of Tribal Action Plans; and, $1,303,000 for Rehabilitation and Aftercare. Further, the Committee recommends an increase of $4,720,000 in Contract Health Care funding to assist youth and their families seeking treatment for alcoholism and substance abuse.

Dental Health.—An increase of $3.1 million has been proposed by the IHS for dental care, for a total request of $36 million in fiscal year 1991. Most of the increase will be utilized for Pay Act absorptions and 15 additional FTEs. The Indian Health Service acknowledges that Indians are only half as likely to receive dental care as the all other races of the population. The incidence of dental decay among Indian people is twice the national average. The fiscal year 1991 request will only maintain service at the fical year 1990 level. In view of the documented need, the Committee recommends an increase of $18 million over the fiscal year 1991 request.

Mental Health.—During the first session of the 101st Congress, the office of Technology Assessment conducted a study on the Mental Health needs of Indian children and adolescents. The study found that Indian adolescents have more serious mental health problems, in a number of categories, than any other group in the U.S. population. Despite the severity of mental health problems only 17 mental health workers trained to work with children or adolescents are available to address the needs of more than 400,000 Indian youth. The Committee is advised that if this situation is to be corrected, at least 200 more mental health workers are needed to achieve parity with the non-Indian population. In view of this data, the Committee recommends that $8,000,000 be added to the

Mental Health budget to address these needs. In anticipation of enactment by Congress during fiscal year 1990 of S. 1270, the Indian Mental Health Grant Demonstration Program, the Committee recommends that $6 million of this increase be available to address activities under S. 1270.

Unfunded Cost of Growth in the Patient Population.—In the interest of sustaining the same level of care in fiscal year 1991 as that which was provided in fiscal year 1989, the Committee recommends that the growing number of IHS patients and the associated costs for this increasing population be added to the IHS budget. IHS data indicates that the IHS service population continues to grow at the rate of 2.7 percent per year. The Committee recommendation includes an increase of $46,127,000 in fiscal year 1991 in the Hospital and Health Clinics line item and in Contract Care.

Unbudgeted Inflationary Costs.—The fiscal year 1991 Budget request only allows for a 3.2 percent increase, while the Consumer Price Index for medical care costs is set at 8.4 percent. To adjust for the increased inflationary needs of the Clinical Services programs realized in fiscal year 1990 and projected in fiscal year 1991, the Committee recommends that $36,318,000 be added to the base IHS budget in fiscal year 1991.

Community Health Aid Program [CHAP].—Although the IHS budget does not identify the CHAP as a separate line item, it is understood that the Hospital and Clinics program includes $15,500,000 for this program. The Alaska Native Health Board estimates that $28,7 million is needed annually for three years to meet the training needs of 448 FTEs in the CHAP program. The Committee intends to address these concerns in fiscal year 1991.

Acquired Immune Deficiency Syndrome [AIDS] Programs.—The IHS has recommended an increase of $663,000 for the AIDS programs under the Hospital and Clinics program. The Committee has been advised that the incidence of AIDS has tripled in the past two years since December 1987, from 56 Indians to 157 Indians diagnosed with AIDS. When this program was originally funded in fiscal year 1988 the Congress and the IHS appropriated $800,000 to initiate the program. It is recommended that the AIDS program effort be funded at $2,407,000 in fiscal year 1991, with $776,000 available in the Health Education line item to address prevention efforts in tribal and village communities and $728,000 available under the Hospital and Clinics budget to address drug and other treatment costs. The remaining $903,000 is to be added to the Urban Health line item for addressing prevention and treatment efforts in urban Indian communities.

Fetal Alcohol Syndrome and Fetal Alcohol Effects [FAS/FAE].—The IHS budget includes $1,132,000 for prevention of FAS and states that the incidence of FAS appears to be high as compared to the national incidence of FAS which is generally thought to be around two (2) per 1,000 live births. The data presented by IHS suggests that the rates of FAS amongst Indian communities is as high as 15.6 per 1,000 live births in some service areas. It is further acknowledged by IHS that congenital anomalies, or birth defects specific to FAS, may be responsible for 25 percent of American Indian and Alaska Native neonatal deaths. The Committee understands that Indian communities are beginning to address this tragic, yet

completely preventable, birth defect and therefore recommends an increase of $10,000,000 to be equally split between the Alcoholism and Health Education programs to address this effort.

Contract Health.—The Committee is very concerned that the annual shortfall of Contract Health care funded is escalating at a rate of $15 million per year which results in the rationing of, and reductions in Contract Health services in the second half of each fiscal year. Therefore, the Committee recommends that $31,763,000 be added to Contract Health Services. This amount includes: $11,591,000 to address inflationary needs and $15,452,000 to meet the same level of care provided in fiscal year 1989 due to reductions resulting from Pay Act absorptions and growth in the patient population. As mentioned previously, the Committee has also included $4,720,000 in its recommendation to fully fund Section 3117 of Public Law 100-690 for alcoholism treatment costs.

The budget request includes $17,000,000 for the Catastrophic Health Emergency Fund [CHEP] in fiscal year 1991, which is the same amount appropriated in fiscal year 1990. The Committee concurs with the IHS recommendation, yet remains concerned that the actual need under this program is under-reported.

Preventive Health.—The Committee recommends that Sanitation be increased by $1,679,000 over the Administration request to fund emergency repairs to tribal sanitation facilities and to provide technical assistance to tribes. Included in this increase is $1 million to maintain solid waste landfills in Indian country because of potential exposure of the United States in light of the holding in the *Blue Legs* case (*Blue Legs* v. *EPA*, U.S. District Court, WD of South Dakota, Civ. 85-5097).

Urban Health.—A $2,077,000 increase over the Administration request is provided for urban health projects to initiate substance abuse programs as authorized by Public Law 100-690. As mentioned earlier, the Committee recommends that $902,571 be added in fiscal year 1991 to allow urban Indian programs to effectively provide for their own community-based efforts in preventing and treating the spread of AIDS. An increase of $631,000 is recommended to restore inflationary costs not budgeted by the IHS.

Health Manpower.—To address severe manpower shortages within the Indian Health Service, Public Law 100-713 authorized the following new programs to retain and recruit clinical providers into the Service. Although these programs were authorized, the Administration's request did not include: $4,246,000 for the Nurse recruitment program; $1,000,000 for the Tribal Recruitment and Retention Program; $3,200,000 for the Retention Bonus Program; $1,000,000 to provide for educational instruction of IHS employees on tribal culture; $1,500,000 for tribally controlled community college Health Training Programs; $604,000 for development of Indians Into Medicine programs; $100,000 for travel in recruitment efforts; $436,000 for Section 102 recruitment efforts; $1,858,000 in Preparatory Scholarship assistance; and, $600,000 for the Incentive Pay Program. Each of these programs is recommended for funding by the Committee under the Indian Health Manpower account.

The IHS budget recommends only $3,000,000 in fiscal year 1991 for the Loan Repayment Program; however, the Committee is advised by numerous tribes that an additional $4,000,000 is needed to

ensure that clinical staffing needs are met in fiscal year 1991. Thus the Committee recommends that $7,000,000 be included in the budget as authorized by Sec. 108 of Public Law 100-713.

Tribal Management.—An increase of $271,000 over the Administration's request for fiscal year 1991 is recommended to fund the increased costs under the Tribal Management programs.

Direct Operations.—The Committee recommends that this program be increase by $3,760,000 to allow for the adjusted costs of inflation.

INDIAN HEALTH FACILITIES

Health Facilities and Sanitation Construction.—To accommodate the very modest increase proposed by the Administration for IHS programs overall, the IHS chose to virtually eliminate construction of new facilities and Sanitation Construction funding in fiscal year 1991. Only one facility, located at Pine Ridge, South Dakota, has been recommended for construction funding in the amount of $3,156,000. Approximately 15 repair and improvement projects at existing IHS and tribal facilities have been recommended to receive $10,000,000 in the fiscal year 1991 request.

The fiscal year 1991 IHS Facilities budget request contains no new funding for Federal or tribal construction of sanitation facilities (wells, septic tanks, water purification, et cetera) for Indian homes. While the entire backlog of unmet need, which is estimated at $676 million, as documented by the IHS, the Administration did not request funding for this program. In the interest of eliminating this backlog, the Indian Health Care Improvement Act Amendments of 1989 (Public Law 100-713) require the IHS to develop a 10 year plan to resolve this problem. Release of this plan is anticipated on March 30, 1990.

The Committee is concerned that the National Facility Replacement Priority System does not meet the needs of smaller Indian communities when construction projects are considered by the IHS. Review of IHS data for construction facilities completed in the past ten years indicate that only those communities with a median population of 10,910 for hospitals and 12,358 for health clinics are included in the priority system. The Committee recommends that IHS implement a facility leasing system in cooperation with tribes to assist smaller Indian communities in need of hospital or clinic replacement and intends to address this issue in the coming months. Finally, the IHS reports that after four years, only four primary residential treatment centers are open to youth as authorized by Public Law 99-570 and Public Law 100-690 within the twelve IHS areas. Much of the delay in opening these regional treatment facilities stems from the lack of construction and renovation resources. No funding was requested by the IHS in fiscal year 1991 for building or renovating these centers. The Committee recommends that $4,500,000 be added to the facilities budget for this purpose.

Those facilities which can be obligated and are recommended by the Committee in fiscal year 1991 include the following:

Indian health facilities

Hospitals:	
Pine Ridge, SD	$16,138,000
Kotzebue, AK	25,322,000
Belcourt, ND	18,403,000
Planning studies	200,000
Repair and improvement	10,000,000
Outpatient facilities:	
Tohatchi, NM	8,735,000
Stilwell, OK	573,000
Personnel Quarters: Pine Ridge, SD	12,457,000
Regional treatment centers	4,500,000
Subtotal	96,238,000
Sanitation facilities	125,000,000
Facilities total	221,328,000

BUDGET POLICY INITIATIVES

Additionally, the Committee notes that in some of the programs within IHS there are several areas of concern for which the Committee makes the following specific recommendations:

Creation of Tribal Health and Federal Health Appropriations Accounts. The Administration's fiscal year 1991 budget proposes the creation of two separate appropriations accounts for IHS: the Tribal Health Administration and the Federal Indian Health Administration. The Tribal Health account would provide funding for health programs operated by Indian tribes under Self-Determination contracts. The Federal account would fund programs which are under direct IHS operation. While there may be merit to this separation of funding accounts, it is without the benefit of any tribal consultation. Therefore, the Committee recommends that the Administration's proposal to separate these two accounts be rejected until such time as tribes can be adequately consulted.

1990 and 1991 Pay Act and Special Pay Increases.—Each year, Congress has set a goal of retaining the same level of care provided in the previous fiscal year. This goal may not be accomplished, because the proposed 1990 Revised base does not include $12,345,000 for the pay raise effective on January 1, 1990. Without a Supplemental Appropriation in fiscal year 1990 the IHS will be forced to absorb this reduction in program activities. Compounding this problem is the lack of Pay Act funding in the first quarter of fiscal year 1991 which is projected to cost $4 million. In addition, the IHS budget recommends that half of the anticipated 1991 Pay Act increase or $6,098,000 be absorbed by program funding in fiscal year 1991. It appears that in order to maintain the fiscal year 1989 level of care in fiscal year 1991, $18,443,000 is needed to cover the expenses for Pay Act increases. The actual cost realized in fiscal year 1990 and the remaining costs for the Pay Act in fiscal year 1991 will need to be fully determined before Interior Appropriations are made.

Projected Collection of Private Insurance Reimbursements.—The Administration projects that it will collect $40,000,000 in reimbursements from third party private health insurers for services provided to Indians in IHS facilities. The Committee has strong reservations regarding IHS projections of $40 million in third party health insurers and notes that the IHS has estimated that only

$8,000,000 will be collected in fiscal year 1990. It is highly unlikely that IHS will be able to collect these funds. Further, the Administration may not be in compliance with Sec. 207 of Public Law 100-713 which requires that these funds be used for renovation and improvement of existing facilities for accreditation purposes. It is the Committee's position that health programs should not have to bear the costs projected to be paid from these estimated collections if these funds are not indeed collected.

This does not diminish the Committee's anticipation that private insurance reimbursements will be collected effectively by tribes because these funds allow for local service delivery improvements. In those instances, the implementation of the new provision under Public Law 100-713, which addresses third party collections shall be closely monitored by the Committee to ensure that tribes do not experience problems with private reimbursements.

Quality Management Initiative [QMI].—The fiscal year 1991 budget request includes $2,000,000 and 40 FTEs to increase staffing for broad based management improvements in the IHS. The QMI focuses on strengthening IHS administration and management by making immediate corrections where necessary and encouraging innovation and fostering a commitment to professionalism by IHS employees. To accomplish its dual goal of providing quality health services and providing tribes the opportunity and the assistance needed to assume a major role in planning and managing their own health care systems, the QMI has established seven target activities. This initiative has not, to date, included tribal representation in the strategic planning or decision making efforts to initiate this program. To ensure that tribal input and commitment is fostered by the IHS, the Committee recommends that $1,000,000 and 20 tribal FTEs be selected nationally and from each area to cooperatively manage the QMI Initiative. The efforts of tribes and the IHS to bring together the management talent, systems, and commitment required to better service the health needs of Indian people must be equally shared to accomplish Indian Self-Determination.

ADMINISTRATION FOR NATIVE AMERICANS

Native American Programs.—The Committee recommends increasing the budget for the Administration for Native Americans from the proposed funding level of $31,711,000 to $45,000,000, an increase of $13,289,000. Under this program, grants are made to tribes and other eligible entities to encourage social and economic development, and often lead to grants or loans from other sources for major projects.

Of the increases, $5,000,000 is proposed in anticipation of enactment of a bill to authorize grants to improve the capability of Indian tribal governments to regulate environmental quality. The other $8,329,000 is based on rising costs and increasing demand. Since fiscal year 1985, appropriations have risen less than $3 million for this program, while the costs of grantees and those providing technical assistance have tripled. In fiscal year 1989, two-thirds of the applications were rejected, despite the fact that many of the denied applications were considered meritorious. Furthermore, con-

tinuing grantees and newly successful applicants have had to reduce the budgets of their programs because of limited dollars available.

TABLE 7.—DEPARTMENT OF HEALTH AND HUMAN SERVICES

[In thousands of dollars]

	Fiscal year—		Increase or decrease	Senate select recommended	Increase or decrease	
	1990 enacted	1991 requested	From 1990		From administration	1990
Administration for Native Americans	31,711	31,711	0	45,000	13,289	13,289

TABLE 8.—DEPARTMENT OF HEALTH AND HUMAN SERVICES

[In thousands of dollars]

	Fiscal year 1990 enacted	Senate select recommended	Fiscal year—			
			1992	1993	1994	1995
Administration for Native Americans	31,711	45,000	46,800	48,672	50,619	52,644

DEPARTMENT OF EDUCATION

OFFICE OF INDIAN EDUCATION

Subpart 1, Grants to local educational agencies and Indian-controlled schools.—The Committee recommends an increase of $13,444,000 to $70,000,000, the level authorized by Public Law 100–297. Within this subpart, the Committee recommends that grants to Indian-controlled schools be maintained at $3,500,000. The Department's proposed transfer of $451,000 from this program to the formula grant program is not warranted by the explanation given in the budget narrative.

Subpart 2, Special programs for Indian students.—The Committee recommends an increase of $33,945,000 to $46,000,000, in amounts as authorized by Public Law 100–297: for gifted and talented centers, $3,000,000; for regional resource and evaluation centers, $8,000,000; and for other Subpart 2 programs, $35,000,000. It is the Committee's view that the purposes of the Office of Indian Education will not be successfully realized if appropriations fall substantially short of the need for the special programs identified by the Congress.

IMPACT AID

Maintenance and Operations.—The Committee recommends increasing the appropriation for payments to districts enrolling students whose parents live and work on Federal or Indian lands ("a" students) from the funding level proposed of $578,500,000 to $658,490,000, an increase of $80,990,000 based upon a ten-percent increase and an inflation rate of four percent. Indian students make up only five percent of the "a" students, but schools with

substantial Indian enrollments depend heavily upon Impact Aid funding to operate their school programs.

TABLE 9.—DEPARTMENT OF EDUCATION

[In thousands of dollars]

	Fiscal year—		Increase or decrease	Senate select recommended	Increase or decrease	
	1990 enacted	1991 requested	From 1990		From administration	From 1990
Indian education programs:						
Part A formula grant	54,300	56,556	2,256	70,000	13,444	15,700
Subpart 1	3,451	3,000	(451)	3,500	500	49
Subpart 2	12,557	10,055	(502)	46,000	34,945	33,443
Subtotal education	70,308	69,611	1,303	119,500	48,889	49,192
Impact Aid:						
Maintenance and operations [874]	578,500	578,500	0	658,490	80,990	80,990
Construction	15,000	27,000	0	27,000	0	12,000
Subtotal impact aid	593,500	605,500	0	685,490	80,990	92,990
Total education	663,808	675,111	1,303	804,990	129,879	142,182

TABLE 10.—DEPARTMENT OF EDUCATION

[In thousands of dollars]

	Fiscal year 1990 enacted	Senate Select recommended	Fiscal year—			
			1992	1993	1994	1995
Indian education programs:						
Part A formula grant	54,300	70,000	72,800	75,712	78,740	81,890
Subpart 1	3,451	3,500	3,640	3,786	3,937	4,095
Subpart 2	12,557	46,000	47,840	49,754	51,744	53,813
Subtotal education	70,308	119,500	124,280	129,251	134,421	139,798
Impact Aid:						
Maintenance and Operations [874]	578,500	658,490	684,830	712,223	740,712	770,340
Construction	15,000	27,000	28,080	29,203	30,371	31,586
Subtotal impact aid	593,500	685,490	712,910	741,426	771,083	801,926
Total education	663,808	804,990	837,190	870,677	905,504	941,724

Department of Housing and Urban Development

PUBLIC AND INDIAN HOUSING

Indian Housing.—The Committee recommends increasing the budget for Indian housing from the zero proposed to $224,000,000 to provide for 3,000 new housing units. According to the Bureau of Indian Affairs budget justification, which was approved by OMB, the responsibility for new Indian housing rests primarily with the Department of Housing and Urban Development.

The Bureau estimates the need for new houses or major renovations to be over 90,000 units, and in testimony before the Select Committee, HUD accepted that statement of need. The Depart-

ment's HOPE initiative does not include any provision to fund new housing units on reservations or in Indian areas.

The Committee also recommends that Congress reject the Department's proposal to nullify the Congressional requirement that reserved Indian housing units that would otherwise be subject to recapture, be reserved only for Indian housing. Section 3 of the 1988 Indian Housing Act mandates that Indian housing units which would otherwise be subject to recapture are to continue to be reserved for Indian housing. The Department proposes appropriations language that would nullify this Congressional mandate. The Committee strongly opposes this proposal since acceptance of the Department's position would return funds reserved for such "recaptured" units to the Federal treasury, instead of to Indian country where they are so badly needed and where Congress intends the funds to be spent.

The Committee also recommends increasing the budget by $500,000, the amount authorized (P.L. 101-235) for the National Commission on American Indian, Alaska Native, and Native Hawaiian Housing. This addition would be a separate line item.

COMMUNITY DEVELOPMENT BLOCK GRANTS

The Committee recommends increasing the budget for Community Development Block Grants for tribes from the proposed funding of $27,000,000 to $32,000,000. This step would begin the task of rebuilding the budget to its 1984 level, but would still not begin to satisfy the $80 million or more in competitive grant applications received annually. Under the Administration's proposal for 1991, this is the only source of enabling tribes to rehabilitate housing, build community facilities, provide public infrastructure, and stimulate economic development projects.

TABLE 11.—DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

[In thousands of dollars]

	Fiscal year—		Increase or decrease from 1990	Senate Select recommended	Increase or decrease	
	1990 enacted	1991 requested			From administration	From 1990
Public and Indian housing:						
Indian housing	136,099	0	(136,099)	224,000	234,000	87,901
Community development block grant	27,00	27,000	0	32,000	5,000	5,000
National Commission on American Indian, Alaska Native and Native Hawaiian housing	0	0	0	500	500	500
HUD total	163,099	27,000	(136,099)	256,500	229,500	93,401

TABLE 12.—DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

[In thousands of dollars]

	Fiscal year 1990 enacted	Senate Select recommended	Fiscal year—			
			1992	1993	1994	1995
Public and Indian housing:						
Indian housing	136,099	224,000	232,960	242,278	251,970	262,048
Community development block grant	27,000	32,000	33,280	34,611	35,996	37,435

TABLE 12.—DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT—Continued

[In thousands of dollars]

	Fiscal year 1990 enacted	Senate Select recommended	Fiscal year—			
			1992	1993	1994	1995
National Commission on American Indian, Alaska Native and Native Hawaiian housing	0	500	520	541	562	585
HUD total	163,099	256,500	266,760	277,430	288,528	300,069

APPENDIX I

Additional Material Submitted for the Record

MEMORANDUM

February 27, 1990

To: Christopher Mansour.

From: Deborah Kalcevic, Congressional Budget Office.

Subject: The Federal Budget Effects of Changing the Appropriations for the BIA Education Programs From A Current-Year Funding Basis to A Forward-Year Funding Basis.

In response to your request, I have examined the federal budget impact of changing the appropriations for the BIA education programs from a current-year funding basis to a forward-year funding basis. The attached Table 1. shows the budget authority and outlay impact of this proposed change in funding as compared to the CBO revised baseline projections.

As we discussed on the phone, in order to avoid any disruption in school operations, the BIA education programs would have to receive two appropriations for fiscal year 1991. First, there would need to be a current-year appropriation available October 1990 to cover the costs of the 1990–1991 school year—similar to current law. Then, there would need to be a forward-year appropriation available July 1991 to cover the cost of the 1991–1992 school year—similar to Department of Education programs. Using the CBO revised baseline projections, 1991 budget authority would increase by $326 million; outlays would increase by $39 million. The outlay estimate reflects the assumption that the forward-funded monies would have a spending pattern similar to the Department of Education's forward-funded elementary and secondary education programs. In addition the outlays reflect the fact that the two 1991 appropriations would overlap one quarter and would both be available for obligation and expenditure during July 1991 through September 1991.

TABLE 1.—THE FEDERAL BUDGET EFFECTS OF CHANGING THE APPROPRIATIONS FOR THE BIA EDUCATION PROGRAMS FROM A CURRENT-YEAR FUNDING BASIS TO FORWARD-YEAR FUNDING BASIS

[By fiscal year, in thousands of dollars]

	Appropriations 1990	Projections				
		1991	1992	1993	1994	1995
BIA—Operation of Indian programs, education programs (501):						
1. Revised baseline: (current-year funded):						
Budget authority	297,200	313,080	326,209	339,852	354,089	368,921
Outlays	248,315	308,316	322,270	335,759	349,818	364,471
2. Proposed forward-year funded:						
Budget authority	297,200	639,289	339,852	354,089	368,921	384,415
Outlays	248,315	347,461	356,529	332,308	352,749	367,529
3. Difference (2) – (3):						
Budget authority	0	326,209	13,643	14,237	14,831	15,495
Outlays	0	39,145	34,258	(3,451)	2,931	3,059

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APPENDIX II

Additional Material Submitted for the Record

Congressional Research Service,
The Library of Congress,
Washington, DC, March 5, 1990.

To: Senate Select Committee on Indian Affairs. Attention: Yvette Joseph.

From: Roger Walke, Analyst in American Indian Policy.

Subject: Trends in Indian-Related Federal Spending, FY1975–1991.[1]

This memorandum responds to your request that we update the analysis of Indian-related budget areas presented in the "Special Features" section of the Committee's publication *Budget Views and Estimates for Fiscal year 1989* (S. Prt. 100–116), to cover the fiscal years 1975–1991.

The memorandum summarizes trends in most Indian-related areas of the Federal budget over the period FY1975–1991. The budget items selected usually account for 70 percent or more of total Federal spending each year on American Indians and Alaska Natives.

The trends are summarized in tables 1–4, and selected trends are illustrated in graphs 1–18. Both tables and graphs are based on the data in appendix tables 1–2. For each budget area, tables 1–4 show (1) the average level of spending in each year over the time period, (2) the annual change (i.e., the annual trend) in such spending, (3) the annual trend as a percentage (here called the "change ratio") of the average level, and (4) an indicator of the consistency of the trend.

Table 1 covers the period FY1975–1991, using current dollars. Table 2 covers the same period using constant, or inflation-adjusted, 1982 dollars. Tables 3 and 4 present the same current- and constant-dollar data for the period FY1982–1991.

This memorandum emphasizes constant-dollar figures. Since such figures are adjusted for the effects of inflation, they are better indicators of real changes in spending.

This memorandum is not intended to be a complete analysis of all the Indian-related budget items selected. Rather it is meant to compare trends in major budget items affecting the nation's Indian population with trends in parallel budget items affecting the entire U.S. population. After a discussion of methodology and sources, the memo focuses on budget items in three topical areas—education,

[1] Data for this analysis was updated by Garrine Laney, Analyst in American Indian Policy.

health, and housing and economic development—before examining overall trends.

METHODOLOGY AND SOURCES

The Indian-related budget items chosen for this analysis are the Bureau of Indian Affairs [BIA] in the Department of the Interior, the Indian Health Service [IHS] and the Administration for Native Americans [ANA] in the Department of Health and Human Services, Indian education under the Department of Education, and Indian housing under the Department of Housing and Urban Development. According to the Office of Management and Budget, these agencies accounted for 75 percent of Indian-related spending government-wide in FY1988 and 74 percent in FY1989 and FY1990.

Spending by agencies is measured in terms of either appropriations or outlays, depending on data availability and past usage in the Committee's study of FY1989. Indian housing data were available in terms of use of budget authority.

To adjust for inflation, current-dollars figures were changed into constant dollars. The base year for the constant dollars was 1982, and the inflation index used to compute constant dollars from current-dollar figures was the Implicit Price Deflator for the Gross National Product. We chose Implicit Price Deflator instead of the Consumer Price Index [CPI] because the former accounts for inflation in the entire economy rather than just in consumer purchases, and hence is more appropriate for the full range of Indian budget areas.

The average, or mean, level of spending during the period FY1975–1991 was computed by dividing total spending over the time period by the number of years.

Annual change (annual trend) and trend consistency over the time period were determined by a time-series linear regression analysis. Such an analysis attempts to find the best straight line illustrating the relationship between a variable (here, a budget item) and time. The annual change is the "slope" of such a straight line (also known technically as the "coefficient of X" or the "regression coefficient"); the slope shows how much the spending on a budget item changes for every year that passes. Trend consistency is the "coefficient of determination," or r^2, generated by a regression analysis. Here, r^2 can be interpreted as follows: if the r^2 is high (i.e., closer to 1), then the trend, whether up or down, is very consistent; if the r^2 is low (closer to 0), then the trend is very irregular.

"Change ratio," expressed as a percentage, denotes the annual change divided by the average level of spending. This is to control for the fact that the size of a budget item's annual change will vary with the total amount of dollars spent by an agency. It illustrates that an annual change of $10 million, for instance, for an agency spending $100 billion is a much lower increase, proportionally, than the same $10 million increase for an agency spending $50 million.

Sources for budget data are the respective agencies and the annual *Budget of the United States Government* submitted by the President. Budget data collected included historical appropriations

and outlays and FY1991 budget estimates, by agency and by budget function[2] category. Agencies contacted include the BIA, IHS, ANA, HUD, Education Department, Interior Department, U.S. Forest Service, U.S. Fish and Wildlife Service, Bureau of Land Management, and the Minerals Management Service. It should be noted that HUD was not able to provide Indian housing data for FY1977 because the data had been archived.

U.S. population data came from the *Statistical Abstract of the United States.* Indian population data came from the Indian Health Service's *Trends in Indian Health 1989* and are based on that agency's service population. This figure is useful because it is updated annually.

Historical figures for the Implicit Price Deflator were obtained from the *Economic Report of the President* (February 1990); projections for 1990 and 1991 came from Data Resources, Inc. [DRI].

EDUCATION

Education data from table 1 show that Indian education spending appears to have been growing from FY1975 to FY1991. The annual change for BIA education, for instance, shows an increase of $2.6 million (change ratio of 1.00 percent) per year. These figures, however, are in current dollars. Inflation has not been taken into account. The constant-dollar figures in table 2 do take inflation into account. These data show that BIA education has actually fallen by $11.8 million (−4.21 percent) a year during the period FY1975–1991. This pattern—an apparent current-dollar increase belied by a constant-dollars decline—is repeated in most Indian-related budget areas.

Table 2 shows that the Department of Education budget has averaged $15.2 billion in constant 1982 dollars during FY1975–1991 and has grown at a rate of $193.2 million (1.27 percent) a year, but with substantial annual variation (r^2 of .332). In contrast, Office of Indian Education programs in the Department of Education have averaged $70.4 million a year in constant dollars in the same time period and have fallen $2.4 million (−3.44 percent) a year. The r^2 figures for BIA education (.898) and Indian education programs (.713) show that both have fallen consistently over the time period.

Table 4 compares budget trends in constant dollars during the years of the Reagan and Bush administrations (FY1982–1991). The Department of Education has averaged $15.5 billion with an increase of $345.7 million (2.23 percent) a year. BIA education, on the other hand, has declined $6.5 million (−2.75 percent) a year, and Indian education in the Education Department has fallen $2 million (3.36 percent) a year. All these trends are about equally consistent.

Graphs 1–3 illustrate the trends in constant dollars for FY1975–1991. Graph 1 shows the generally upward, but fluctuating, trend for the Department of Education budget. Graphs 2 and 3 show the long-term downward trends for BIA education and Indian education in the Department of Education.

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[2] Budget functions represent classifications of budget expenditures by major objectives and operations, regardless of the agency responsible.

HEALTH

Federal health outlays (i.e., the health budget function), as shown in table 2, averaged $30.9 billion in constant 1982 dollars during FY1975–1991, increasing at a rate of $1.3 billion a year, for a change ratio of 4.09 percent. Expenditures of the Department of Health and Human Services [HHS], which include more than health spending, averaged $108.1 billion in the same time period, increasing at $5.1 billion (4.76 percent) a year. Indian Health Service appropriations, in constant dollars, also increased during FY1975–1991, but at lower rate: its annual increase was $19.7 million, or 2.58 percent, on an average level of $763.8 million.

Spending on the health budget function during the Reagan and Bush administrations, shown in table 4, was at an average level of $34.5 billion in constant dollars during FY1982–1991, with an annual increase of 2.2 billion (6.37 percent). HHS outlays averaged 126.7 billion, increasing $4.8 billion (3.82 percent) annually. IHS spending showed lesser gains during the same period, receiving annual increases of $28.6 million per year, or 3.53 percent, on an average level of $811.1 million.

Graphs 4–6 depict the trends in the HHS, health function, and IHS budgets for the years FY1975–1991, in constant dollars. They show that the increase over time was more consistent for HHS (r^2 of .975) and the Federal health function (r^2 of .839) than for IHS (r^2 of .625).

HOUSING AND ECONOMIC DEVELOPMENT

Housing expenditures for the entire U.S. and for Indians have been significantly different. Table 2 shows that the Department of Housing and Urban Development budget averaged $14.6 billion in constant dollars from FY1978 to FY1991[3] and increased at an annual rate of $401.1 million, for a change ratio of 2.74 percent. Indian housing, on the other hand, decreased at an annual rate of $36 million, or −9.18 percent, with an average level of $392.1 million. Graph 7 illustrates the HUD trend and Graph 8 depicts the trend for Indian housing. Graph 9 combines the two sets of data.

Housing trends in the Reagan and Bush administrations (FY1982–1991) have fallen below those for the longer period. Indian housing has decreased at an annual rate of $45.7 million (−19.99 percent) on an average level of $228.7 million, while overall HUD spending has remained almost flat, growing by only $5.9 million (0.04 percent) a year on an average level of $16.3 billion.

Economic development has not fared well during the period FY1975–1991 in either the overall U.S. budget or the Indian-related budget. Here we compare the overall U.S. economic development budget function with the BIA economic development program and with the Administration for Native Americans, which provides funding for social and economic development projects to Indian tribal governments and non-governmental Indian organizations.

All three economic development programs have lost ground in constant dollars, but the Indian-related ones have fallen faster.

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[3] The time period for housing data is shortened from FY1975–1991 to FY1978–1991 because of missing data for Indian housing in FY1977.

Table 2 shows that the U.S. economic development function has declined at an annual rate of $464.2 million, for a change ratio of −5.56 percent, while averaging $8.3 billion a year in spending during this period. ANA expenditures, with an average level of $34.3 million, have decreased by $2.3 million, or −6.59 percent, a year. The BIA economic development program has lost the most, falling by $4.9 million, or −7.59 percent, a year (on an average level of $64.1 million). Graphs 10–12, and the respective r^2s for the economic development function (.454), BIA economic development (.767), and ANA (.805), all show that the decline has been most consistent over the time period for the Indian-related programs.

Economic development spending during the Reagan and Bush administrations (FY1982–1991) has continued to decline, as shown in table 4. The Federal economic development function during this period fell faster than ANA, dwindling by $312.3 million (−5.09 percent) a year on average spending of $6.1 billion. ANA fell only by −1.97 percent ($0.5 million) a year on an average level of $25.3 million. BIA economic development went down the fastest, being reduced by −8.55 percent ($3.8 million) a year on average spending of $44.2 million. Again the downward trends were more consistent for the Indian-related items than for the overall Federal economic development function.

OVERALL BUDGET AREAS

This section compares trends over the time period for the total BIA budget, overall Indian-related spending, and the Federal non-defense budget [4] as a whole, using both current and constant dollars. For the BIA, table 1 and graph 13 display an increase in spending in current dollars, with spending going up by $24.9 million (change ratio of 2.45 percent) a year with an average level of $1 billion. Table 2 and graph 14, however, show that in constant dollars there was actually a decline in the BIA budget of $27.8 million (−2.64 percent) a year, on an average level of $1.1 billion. A reasonably steady increase (r^2 of .669) in current dollars becomes, when corrected for inflation, an equally steady decline (r^2 of 726) in constant dollars.

Federal non-defense spending as a whole exhibits a departure from the pattern for Indian-related spending, however. Federal spending as a whole in current dollars went up during the period FY1975–1991, at a rate of $32.2 billion (6.62 percent) with an average level of $487 billion (see table 1). In constant dollars, Federal spending still went up, at a rate of $9.6 billion (2.01 percent) on an average level of $479 billion (see table 2). Graphs 15 and 16 illustrate these upward trends in current and constant dollars.

The overall Indian-related budget returns to the same pattern as the BIA. Current-dollar spending during the FY1975–1991 period, as shown in table 1, went up at a rate of $59.3 million, or 2.64 percent, a year, on an average level of $2.2 billion. Constant-dollar spending, however, is shown in table 2 to have gone down at a rate

[4] The Federal non-defense budget used here excludes both national defense expenditures and net interest payments on the national debt.

of $48.8 million, or −2.11 percent, a year, with an average level of $2.3 billion. Graphs 17 and 18 demonstrate the two trends.

Population data can be used to get a simple comparison of per-capita Federal spending between the overall U.S. population and the Indian population. Table 1 includes population data similar to the budget data. The data (which include projections) show that the overall U.S. population increased at a rate of 2,264,718 million people (0.97 percent) a year during the period 1975–1991, with an average level of 234,292,824 million people. The Indian population (as measured by the IHS service population) is much smaller, with an average level of 885,751, but it has grown much faster, increasing at an annual rate of 33,593, or 3.79 percent. To get a measure of per-capita Federal spending for each of the two groups, we took each year in the FY1975–1991 period and divided the Federal non-defense budget by the total U.S. population, and the overall Indian budget by the Indian population. We used current dollars for this measure.

Graph 19 illustrates the resulting trends. It shows that during the first ten years of the period the Federal government spent more per capita on Indians than on the population as a whole. After 1985, however, Indians received less expenditure per capita than the population as a whole. Throughout the 1975–1991 period, per-capita spending on the population as a whole consistently increased, whereas per-capita spending on Indians began to fall in 1979, with no significant upward change until 1990.

SUMMARY

The data show that Indian-related spending, corrected for inflation, has been going down in almost all areas. Among the Indian-related items examined, only Indian health and BIA natural resources spending have avoided this trend. (BIA Indian services spending has been flat.)

This downward trend is not obvious if one looks only at current-dollar data. One has to look instead at constant-dollar figures. The tables and graphs show that, in constant dollars, overall Indian spending has gone down, while overall Federal non-defense spending has gone up.

When one looks not only at overall Indian spending but also at its major parts—BIA, IHS, Indian education in the Education Department, Indian housing in HUD, and ANA—one sees from table 2 and graph 20 that, in constant dollars, all major spending items except IHS have declined during the period FY1975–1991. Moreover, a comparison in constant dollars of overall Indian spending and its major parts, on the one hand, to comparable budget items in the full Federal budget, on the other, indicates that all Indian-related spending areas have lagged behind their equivalent Federal spending areas. (See graph 21.) This is true even of IHS.

If the BIA budget and overall Indian spending were to decline at the same rates of annual change during the period FY1992–2000 as they did during FY1975–1991 (−$27.8 million and −$48.8 million, respectively, in constant dollars), as shown in graph 22, then by FY2000 overall Indian-related spending would have fallen below

$1.5 billion in 1982 dollars, and BIA spending would have diminished to less than $621 million in 1982 dollars.

If you have any questions, or if I can be further assistance, please call me at 707-864-.

Table 1. TRENDS IN SELECTED ELEMENTS OF THE FEDERAL BUDGET
In CURRENT DOLLARS, FY1975-1991

[Dollar figures in millions]

	Average Level	Annual Change	Change Ratio*	r^2
Education:				
U.S. Dept of Education	$15,334.6	$913.4	5.96%	.915
Education function	$29,215.6	$1,070.4	3.66%	.697
Indian education (U.S. Dept. of Ed.)	$67.2	$1.0	1.43%	.253
BIA education	$264.4	$2.6	1.00%	.372
Health:				
U.S. Dept. of Health/Hum. Serv.	$113,337.1	$10,241.6	9.04%	.986
Health function	$32,080.3	$2,817.7	8.78%	.932
Indian Health Service	$781.4	$55.6	7.12%	.941
Housing and Economic Development:				
U.S. Dept. of Housing/Urb. Devt.**	$15,019.2	$1,060.2	7.06%	.703
Indian housing**	$348.6	-$21.8	-6.26%	.161
Economic development function	$7,748.6	-$77.3	-1.00%	.029
Admin. for Native Americans	$31.4	-$0.4	-1.13%	.303
BIA economic development	$58.0	-$1.8	-3.06%	.326
Natural Resources:				
U.S. Dept. of the Interior	$4,403.8	$186.5	4.23%	.856
Fish and Wildlife Service	$349.7	$21.8	6.23%	.908
Bureau of Land Management	$817.8	$25.6	3.13%	.240
Forest Service	$2,085.4	$103.0	4.93%	.910
Natural resources function	$13,010.8	$515.3	3.96%	.830
BIA natural resources	$100.2	$7.4	7.43%	.809
Overall:				
BIA Total	$1,012.9	$24.9	2.45%	.669
BIA: Indian services	$226.8	$10.8	4.75%	.810
Overall Indian budget	$2,241.5	$59.3	2.64%	.455
Federal non-defense budget***	$487,043.6	$32,242.4	6.62%	.989
U.S. population	234,292,824	2,264,718	.97%	.999
Indian population	885,751	33,593	3.79%	.976

NOTE: * Annual change as a percent of average level.
** Covers only FY1978-1991.
*** Excludes national defense and net interest payments on national debt.

Table 2. TRENDS IN SELECTED ELEMENTS OF THE FEDERAL BUDGET
in CONSTANT 1982 DOLLARS, FY1975-1991

[Constant dollars based on Implicit Price Deflator for GNP]
[Dollar figures in millions]

	Average Level	Annual Change	Change Ratio*	r^2
Education:				
U.S. Dept of Education	$15,206.2	$193.2	1.27%	.332
Education function	$29,880.0	-$378.5	-1.27%	.180
Indian education (in Dept. of Ed.)	$70.4	-$2.4	-3.44%	.713
BIA education	$280.3	-$11.8	-4.21%	.898
Health:				
U.S. Dept. of Health/Hum. Serv.	$108,096.1	$5,140.5	4.76%	.975
Health function	$30,874.2	$1,262.0	4.09%	.839
Indian Health Service	$763.8	$19.7	2.58%	.625
Housing and Economic Development:				
U.S. Dept. of Housing/Urb. Devt.**	$14,612.1	$401.1	2.74%	.240
Indian housing**	$392.1	-$36.0	-9.18%	.246
Economic development function	$8,343.6	-$464.2	-5.56%	.454
Admin. for Native Americans	$34.4	-$2.3	-6.59%	.805
BIA economic development	$64.1	-$4.9	-7.59%	.767
Natural Resources:				
U.S. Dept. of the Interior	$4,460.7	-$22.3	-.50%	.053
Fish and Wildlife Service	$345.6	$5.7	1.66%	.277
Bureau of Land Management	$834.2	-$11.6	-1.39%	.065
Forest Service	$2,096.0	$5.6	.27%	.019
Natural resources function	$13,257.8	-$129.5	-.98%	.202
BIA natural resources	$97.1	$3.2	3.35%	.462
Overall:				
BIA Total	$1,053.0	-$27.8	-2.64%	.726
BIA: Indian services	$228.2	$.1	.04%	.000
Overall Indian budget	$2,313.6	-$48.8	-2.11%	.285
Federal non-defense budget***	$478,982.7	$9,611.1	2.01%	.928

NOTE: * Annual change as percent of average level
** Covers only 1978-91.
*** Excludes national defense and net interest payments on national debt.

Table 3. TRENDS IN SELECTED ELEMENTS OF THE FEDERAL BUDGET
in CURRENT DOLLARS, FY1982-1991

[Dollar figures in millions]

	Average Level	Annual Change	Change Ratio*	r^2
Education:				
U.S. Dept of Education	$18,191.3	$1,022.6	5.62%	.904
Education function	$31,814.4	$1,548.8	4.87%	.891
Indian education (U.S. Dept. of Ed.)	$69.7	$.1	.14%	.004
BIA education	$272.8	$1.9	.70%	.072
Health:				
U.S. Dept. of Health/Hum. Serv.	$149,592.1	$10,629.2	7.11%	.963
Health function	$41,034.6	$3,983.4	9.71%	.938
Indian Health Service	$957.0	$65.6	6.86%	.952
Housing and Economic Development:				
U.S. Dept. of Housing/Urb. Devt.**	$19,049.5	$643.1	3.38%	.178
Indian housing**	$252.4	-$44.8	-17.74%	.904
Economic development function	$7,080.0	-$103.6	-1.46%	.054
Admin. for Native Americans	$29.4	$.4	1.39%	.758
BIA economic development	$50.4	-$2.8	-5.49%	.493
Natural Resources:				
U.S. Dept. of the Interior	$5,000.1	$165.3	3.31%	.855
Fish and Wildlife Service	$421.5	$22.5	5.35%	.858
Bureau of Land Management	$901.7	$.5	.06%	.000
Forest Service	$2,425.9	$91.9	3.79%	.935
Natural resources function	$14,507.7	$616.6	4.25%	.828
BIA natural resources	$127.9	$5.1	3.95%	.331
Overall:				
BIA Total	$1,086.4	$26.7	2.45%	.440
BIA: Indian services	$263.8	$8.4	3.18%	.439
Overall Indian budget	$2,395.0	$48.0	2.01%	.574
Federal non-defense budget***	$599,996.1	$30,368.4	5.06%	.962
U.S. population	242,319,600	2,120,897	.88%	.999
Indian population	1,002,873	28,791	2.87%	.998

NOTE: * Annual change as percent of average level.
** Covers only 1978-91.
*** Excludes national defense and net interest payments on national debt.

Table 4. TRENDS IN SELECTED ELEMENTS OF THE FEDERAL BUDGET
in CONSTANT 1982 DOLLARS, FY1982-1991

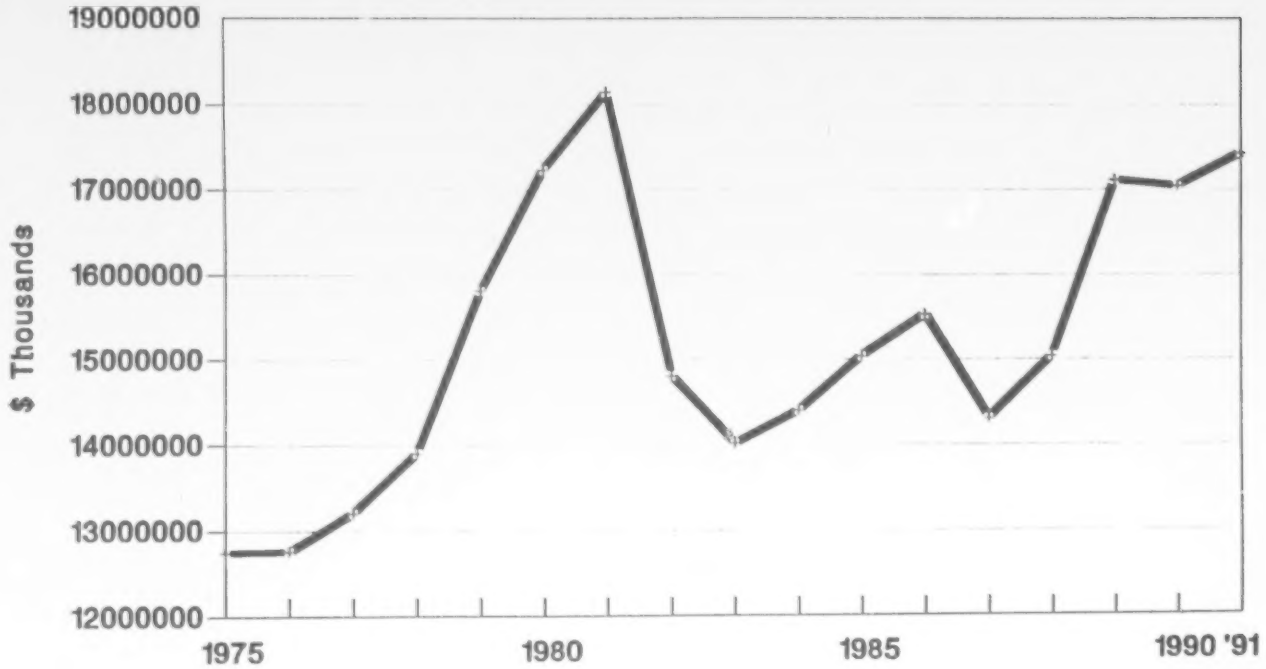
[Constant dollars based on Implicit Price Deflator for GNP]
[Dollar figures in millions]

	Average Level	Annual Change	Change Ratio*	r^2
Education:				
U.S. Dept of Education	$15,471.7	$345.7	2.23%	.686
Education function	$27,115.2	$394.9	1.46%	.528
Indian education (in Dept. of Ed.)	$60.2	-$2.0	-3.36%	.656
BIA education	$235.2	-$6.5	-2.75%	.561
Health:				
U.S. Dept. of Health/Hum. Serv.	$126,698.1	$4,835.1	3.82%	.901
Health function	$34,506.7	$2,196.7	6.37%	.931
Indian Health Service	$811.1	$28.6	3.53%	.911
Housing and Economic Development:				
U.S. Dept. of Housing/Urb. Devt.**	$16,295.8	$5.9	.04%	.000
Indian housing**	$228.7	-$45.7	-19.99%	.927
Economic development function	$6,139.1	-$312.3	-5.09%	.438
Admin. for Native Americans	$25.3	-$0.5	-1.97%	.892
BIA economic development	$44.2	-$3.8	-8.55%	.711
Natural Resources:				
U.S. Dept. of the Interior	$4,279.4	$.6	.01%	.000
Fish and Wildlife Service	$358.7	$7.2	2.01%	.494
Bureau of Land Management	$779.0	-$30.2	-3.88%	.151
Forest Service	$2,073.7	$10.4	.50%	.183
Natural resources function	$12,386.4	$98.9	.80%	.185
BIA natural resources	$109.3	$1.1	.97%	.029
Overall:				
BIA Total	$932.2	-$9.1	-.97%	.116
BIA: Indian services	$225.9	-$0.6	-.25%	.005
Overall Indian budget	$2,057.4	-$28.7	-1.39%	.443
Federal non-defense budget***	$511,085.1	$8,762.3	1.71%	.858

NOTE: * Annual change as percent of average level.
** Covers only 1978-91.
*** Excludes national defense and net interest payments on national debt.

Graph 1
U.S. Education Dept. Budget, FY1975-91

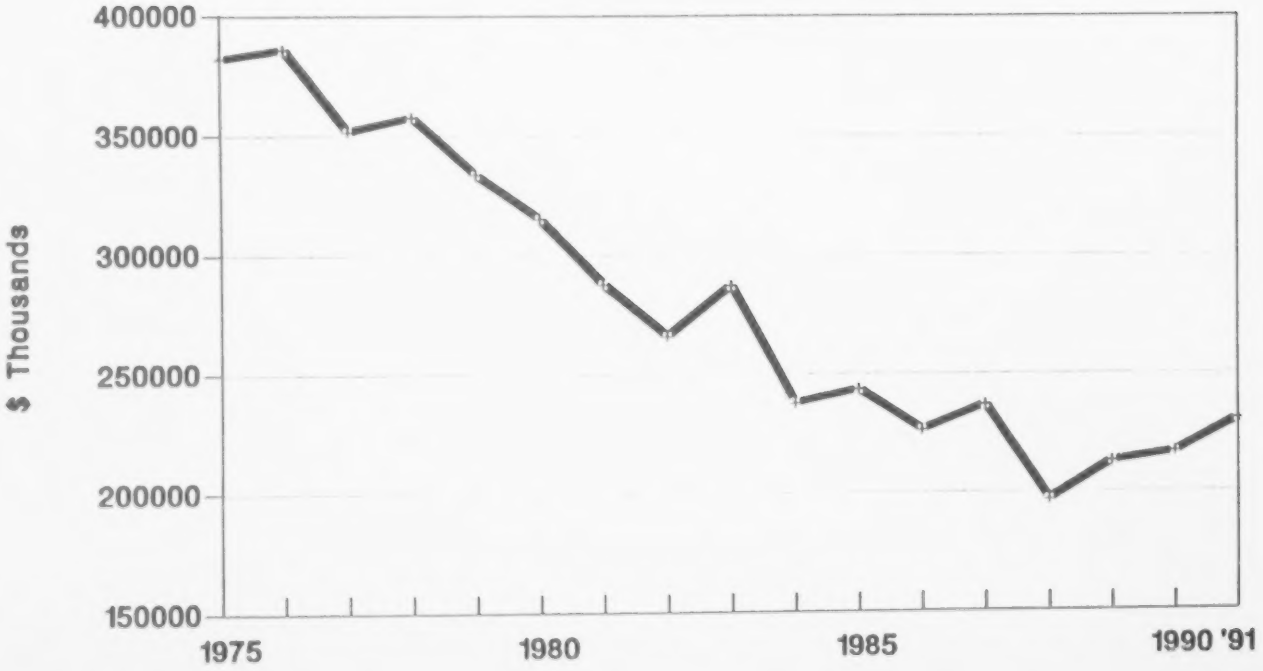
In Constant 1982 Dollars



CRS-11

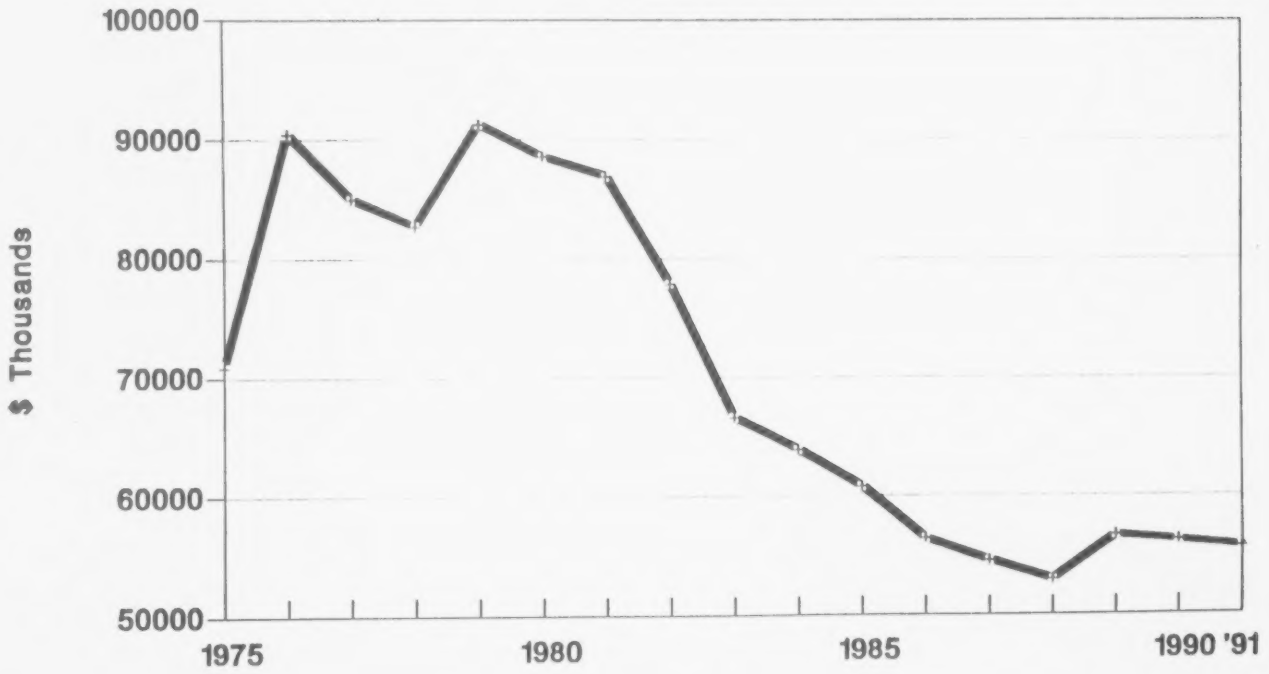
Graph 2
BIA Education Budget, FY1975-91

In Constant 1982 Dollars



Graph 3
Indian Education in Educ. Dept., FY1975-91

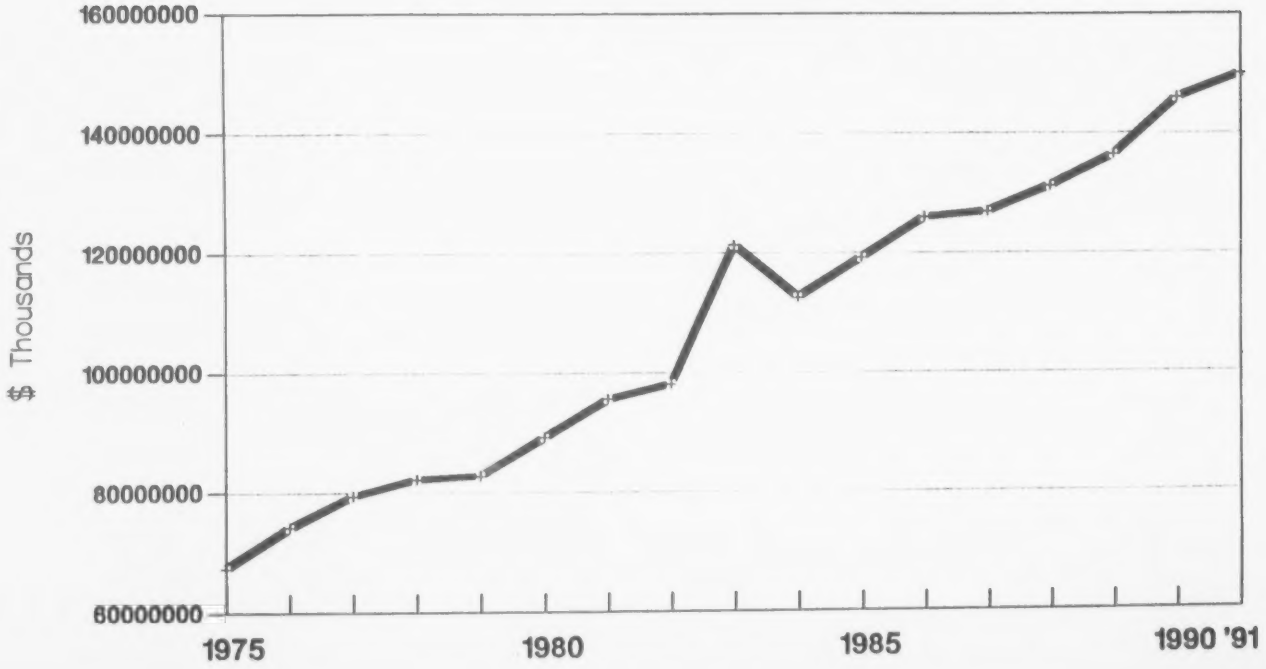
In Constant 1982 Dollars



CRS-13

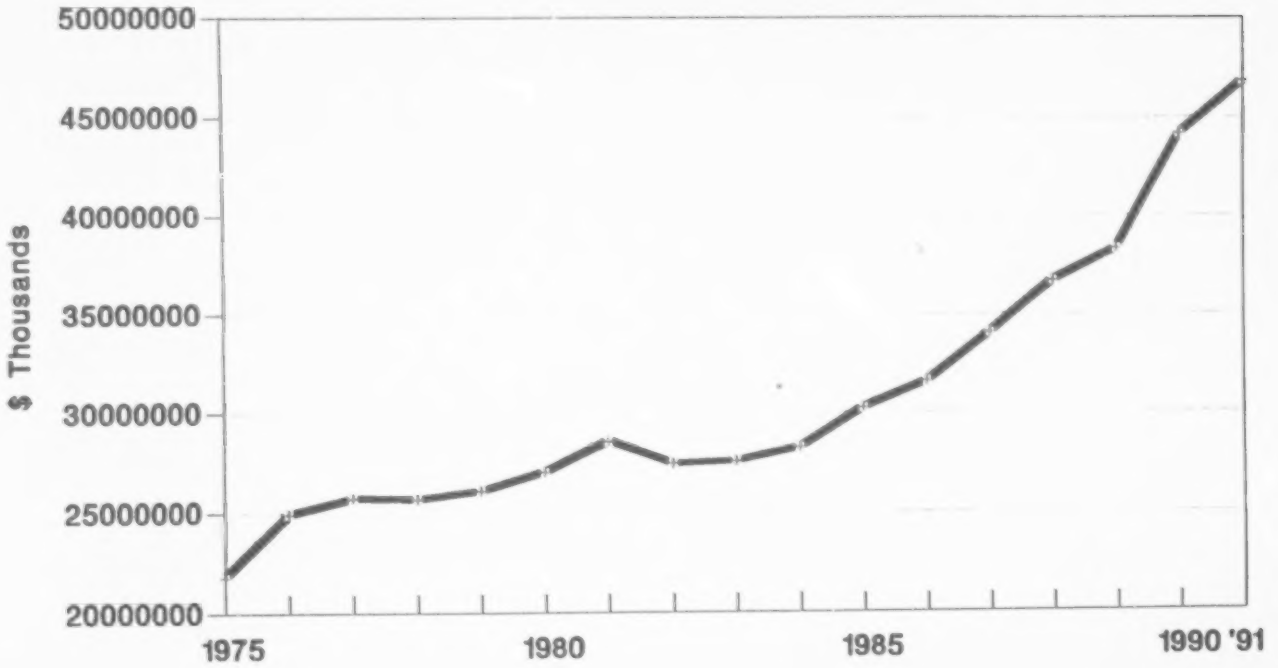
Graph 4
U.S. HHS Dept. Budget, FY1975-91

In Constant 1982 Dollars



Graph 5
U.S. Health Function Spending, FY1975-91

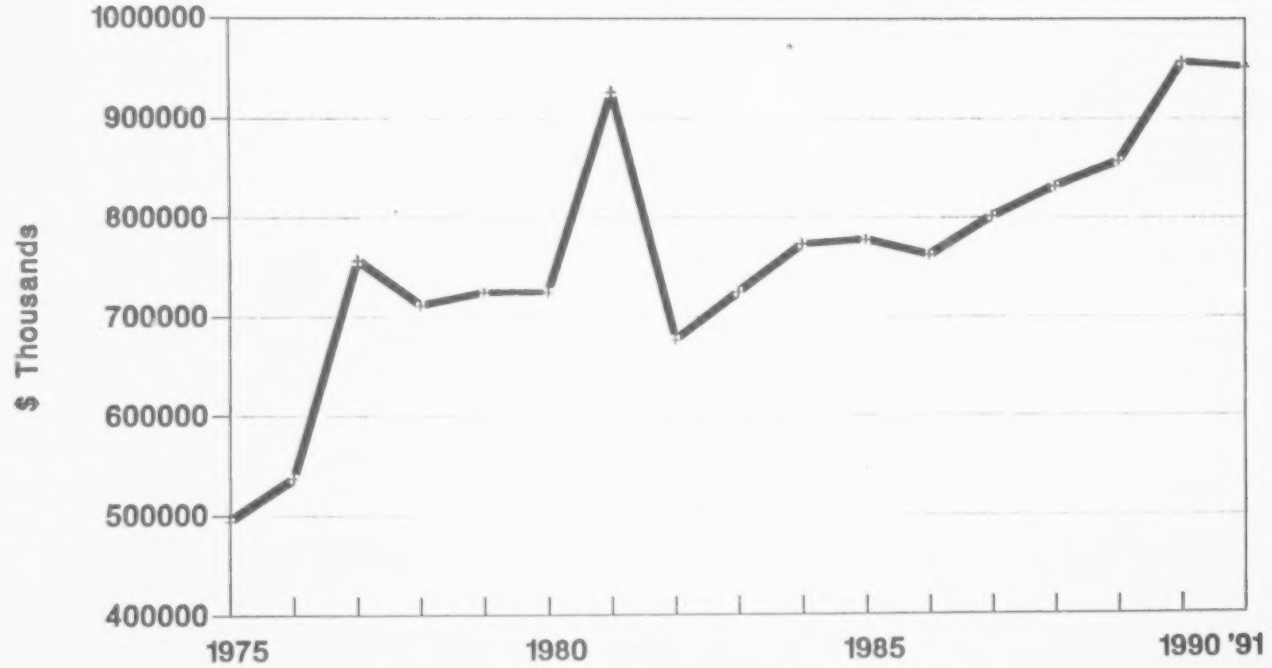
In Constant 1982 Dollars



CRS-15

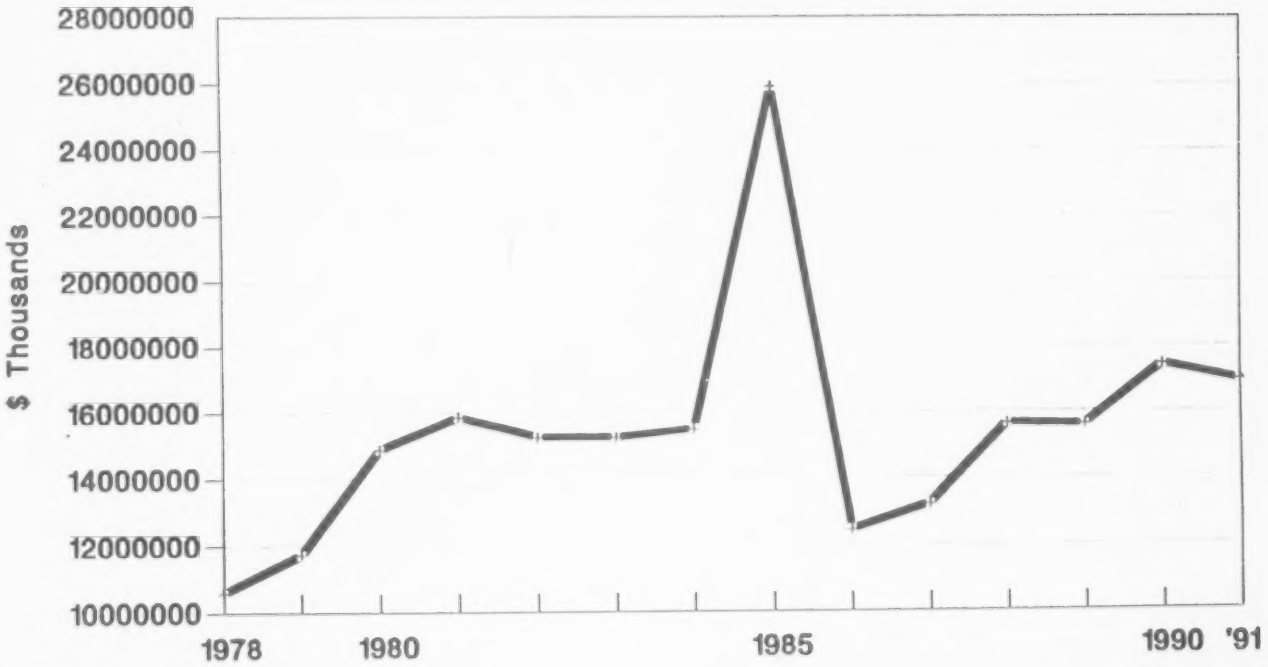
Graph 6
Indian Health Service Budget, FY1975-91

In Constant 1982 Dollars



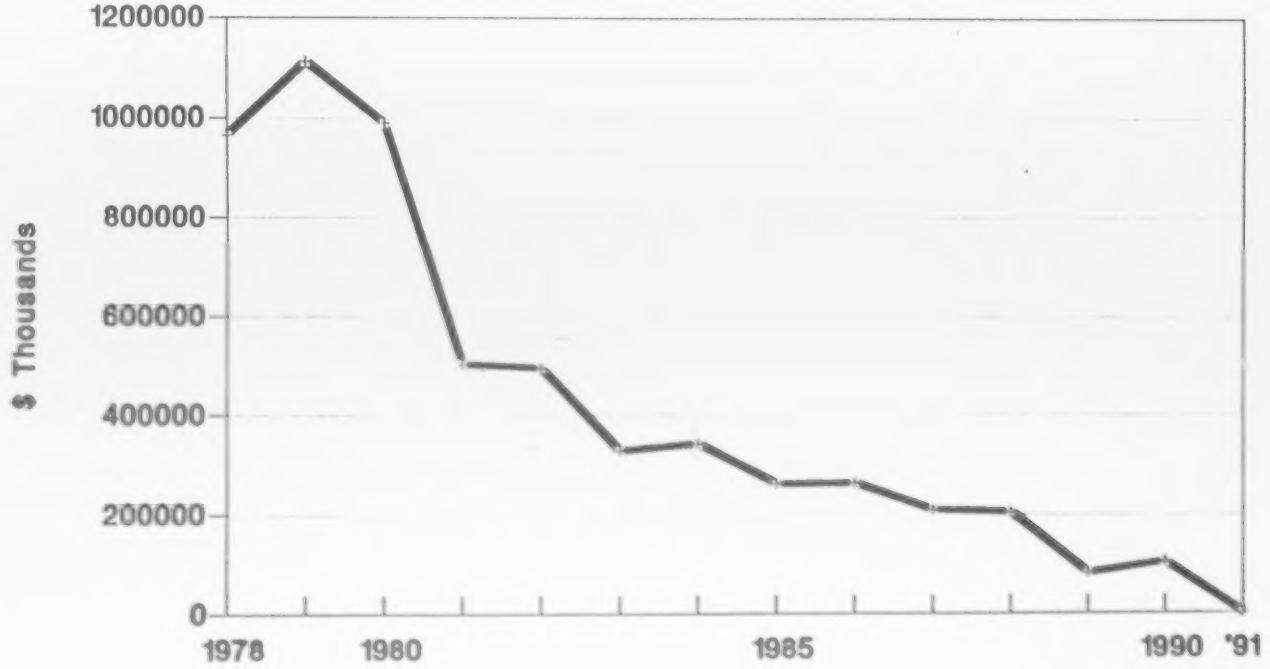
Graph 7
U.S. HUD Dept. Budget, FY1978-91

In Constant 1982 Dollars



Graph 8
Indian Housing Budget in HUD, FY1978-91

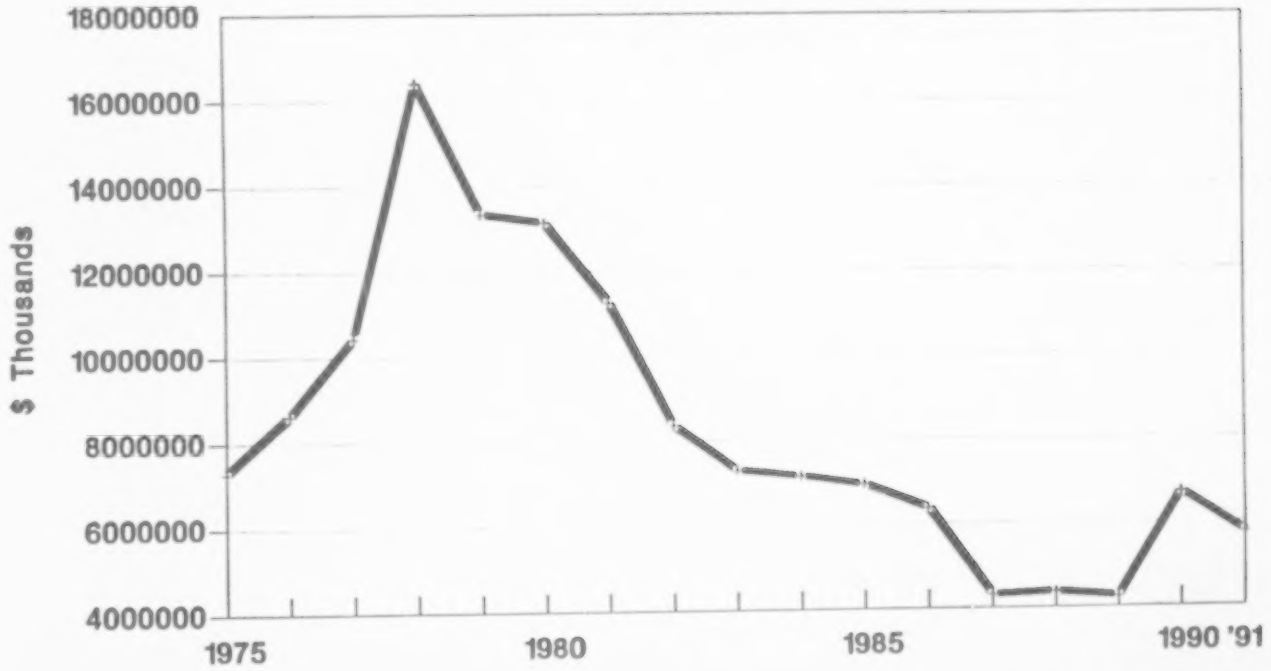
In Constant 1982 Dollars



Graph 9
Indian Housing vs. HUD Budget, FY1978-91
In Constant 1982 Dollars

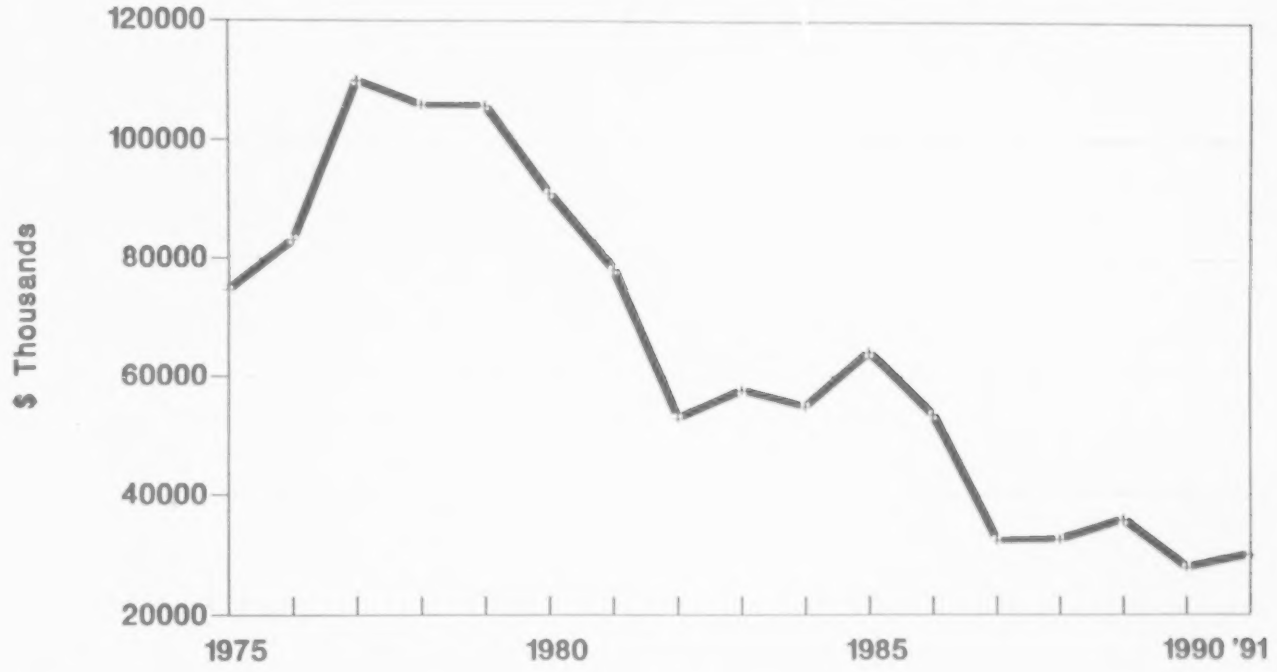
Graph 10
U.S. Economic Devt. Function, FY75-91

In Constant 1982 Dollars



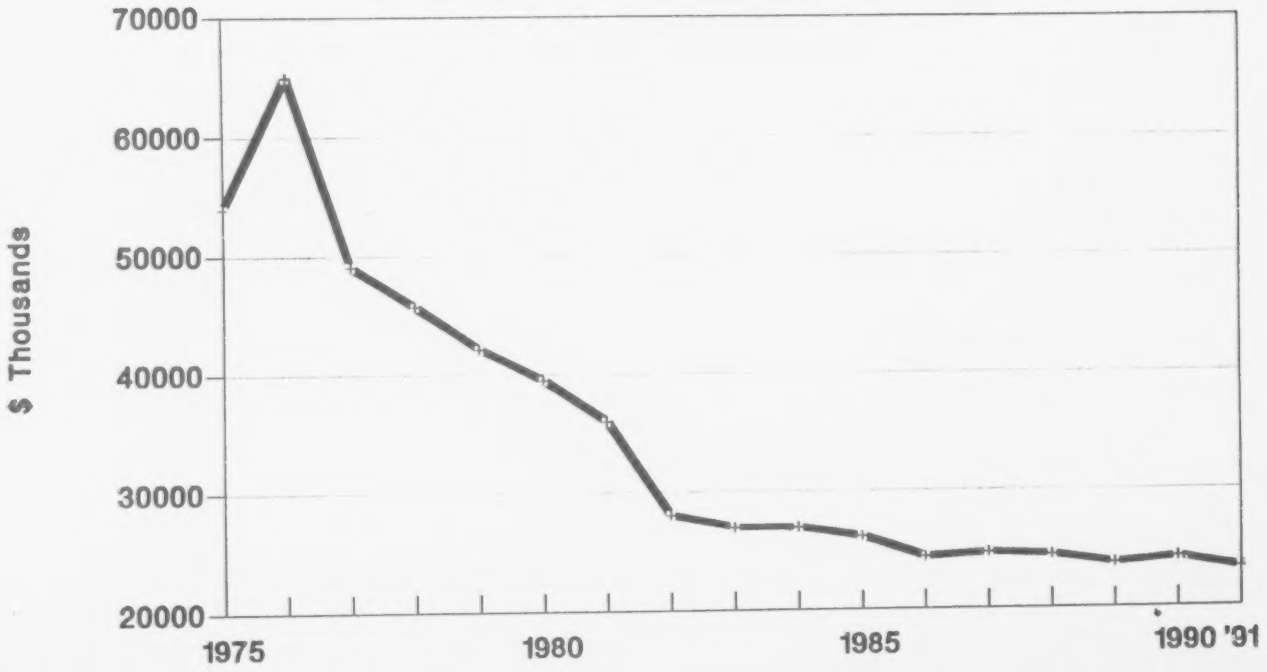
Graph 11
BIA Economic Development Budget, FY75-91

In Constant 1982 Dollars



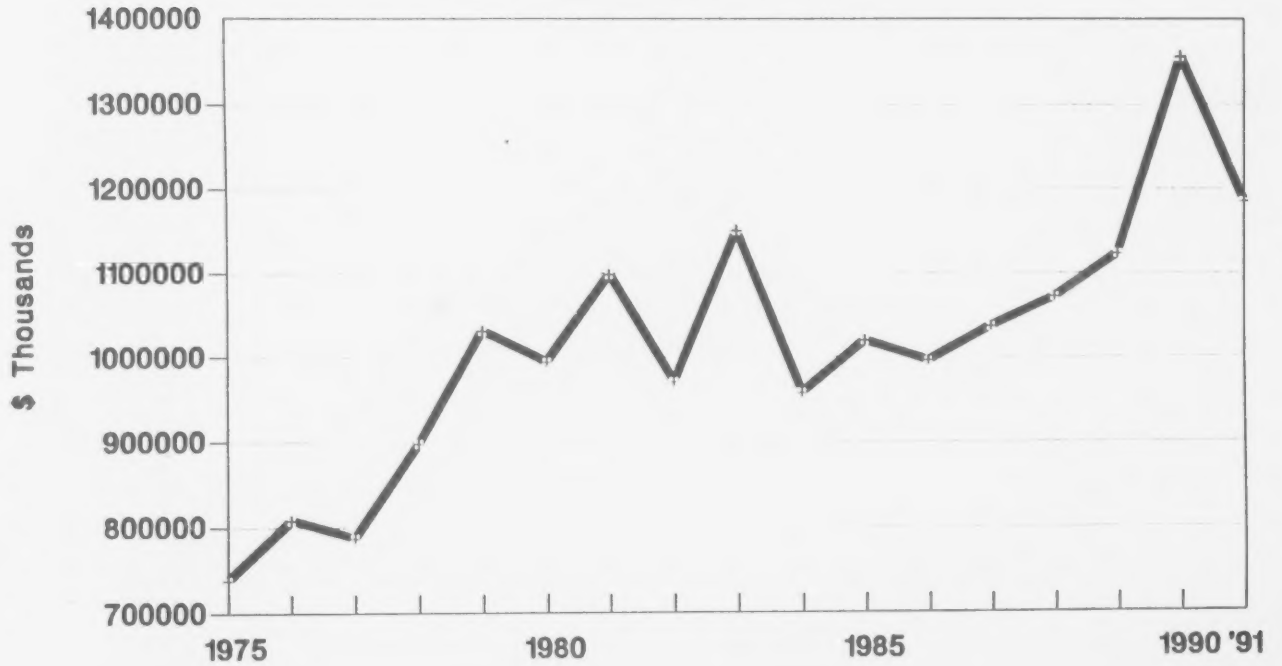
Graph 12
ANA Budget, FY1975-91

In Constant 1982 Dollars



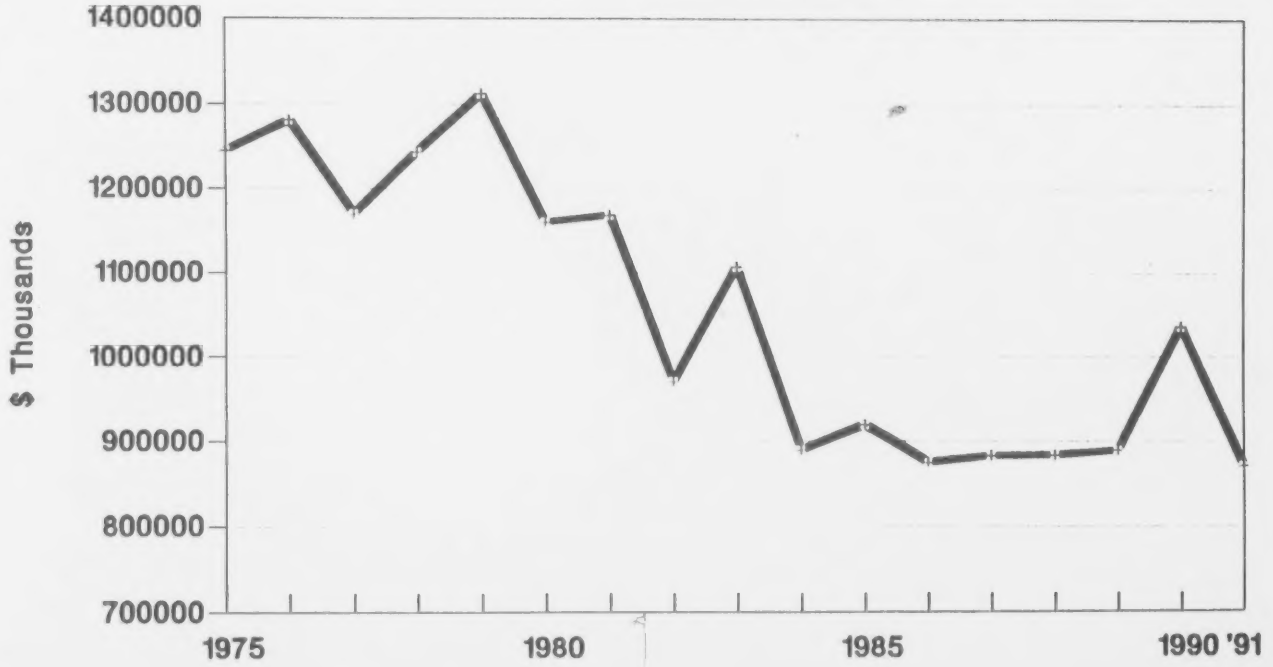
Graph 13
BIA Total Budget, FY1975-91

In Current Dollars



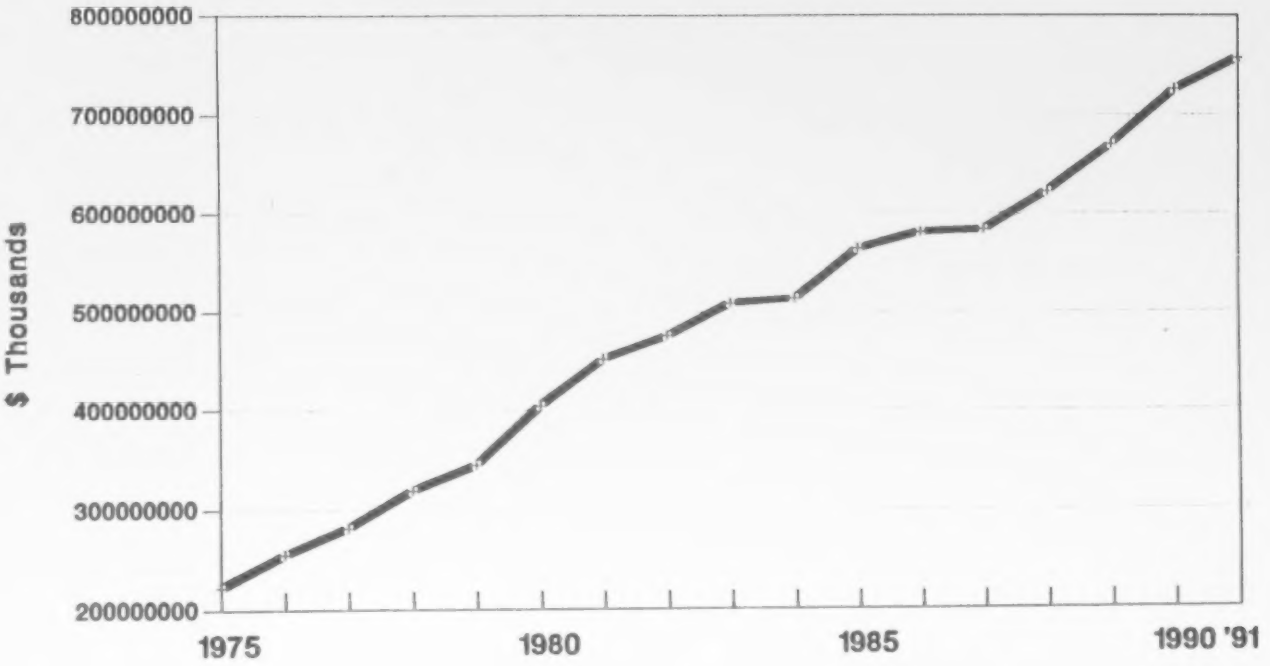
Graph 14
BIA Total Budget, FY1975-91

In Constant 1982 Dollars



Graph 15
Overall Federal Govt. Budget*, FY75-91

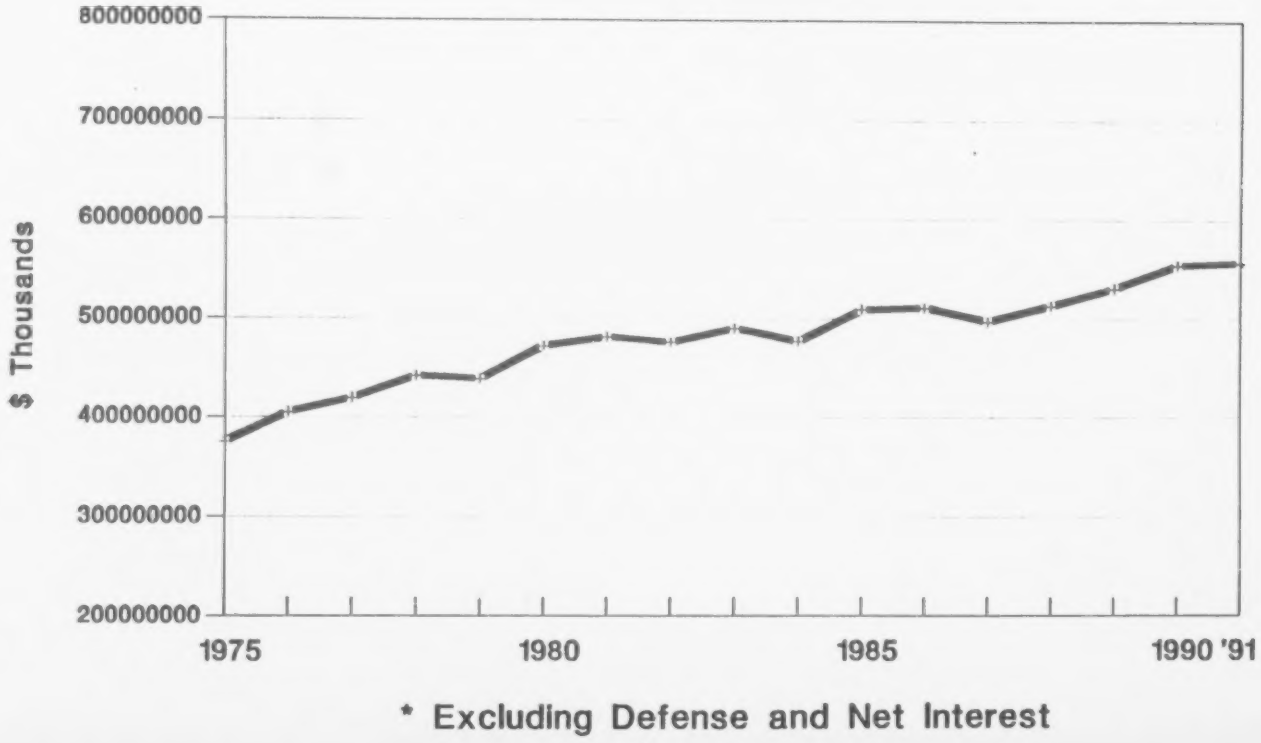
In Current Dollars



* Excluding Defense and Net Interest

Graph 16
Overall Federal Govt. Budget*, FY75-91

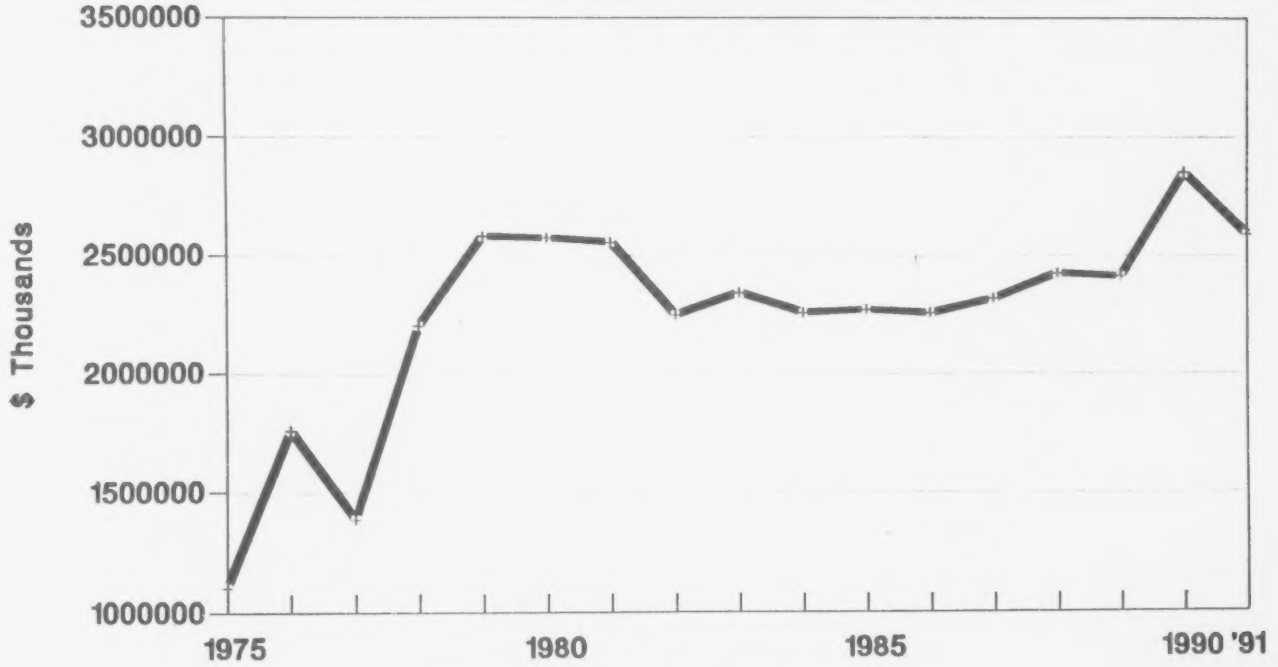
In Constant 1982 Dollars



* Excluding Defense and Net Interest

Graph 17
Overall Indian Budget, FY1975-91

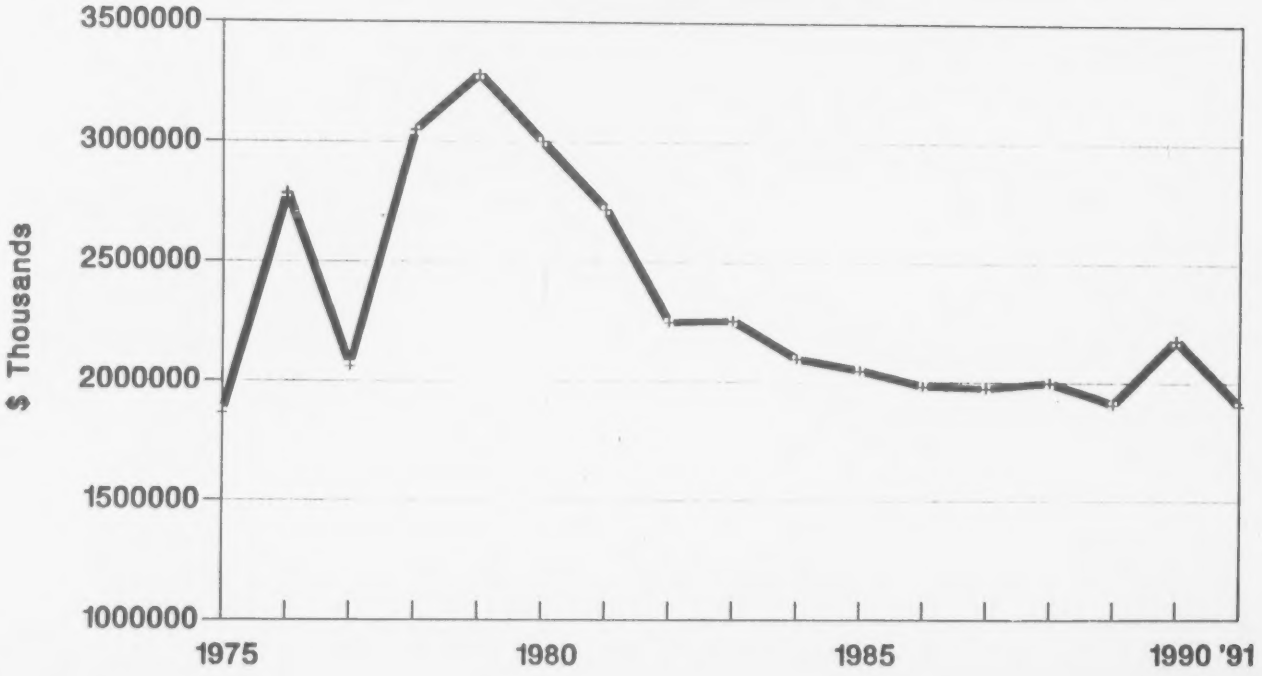
In Current Dollars



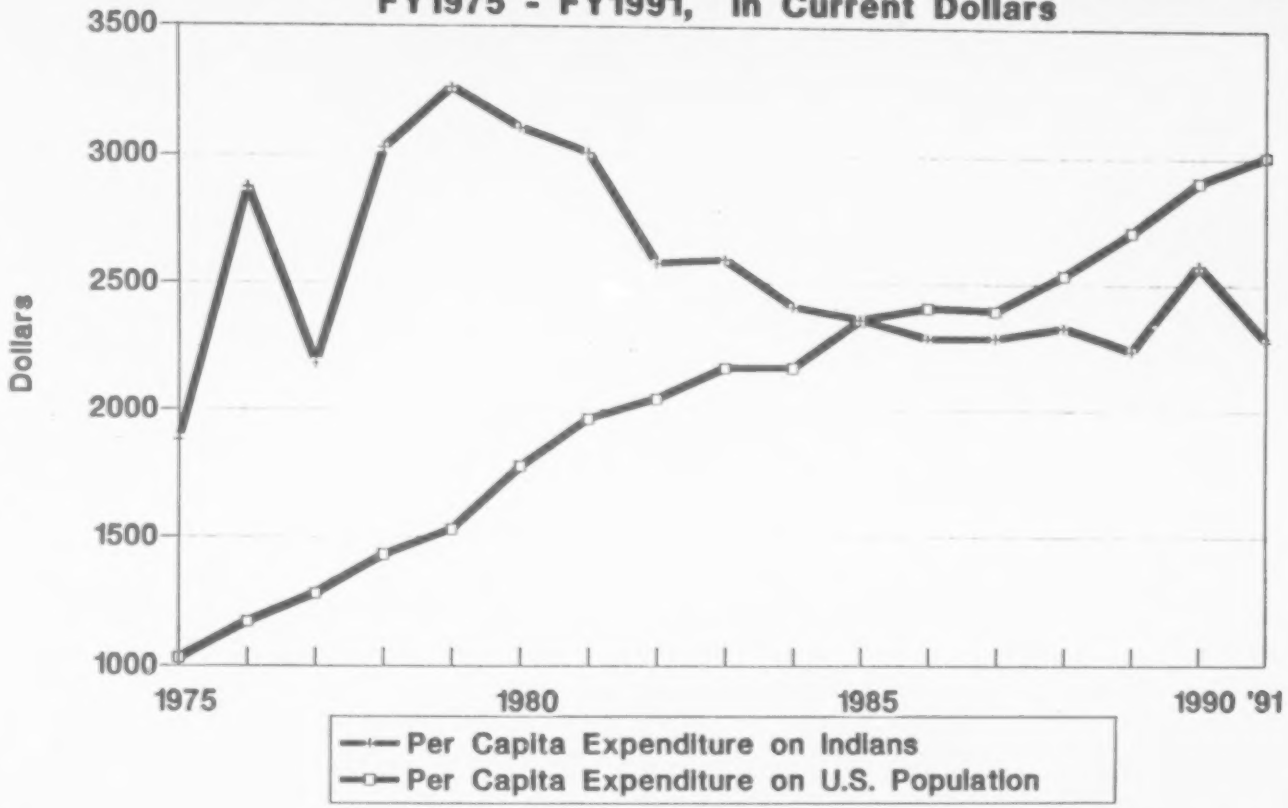
CRS-27

Graph 18
Overall Indian Budget, FY1975-91

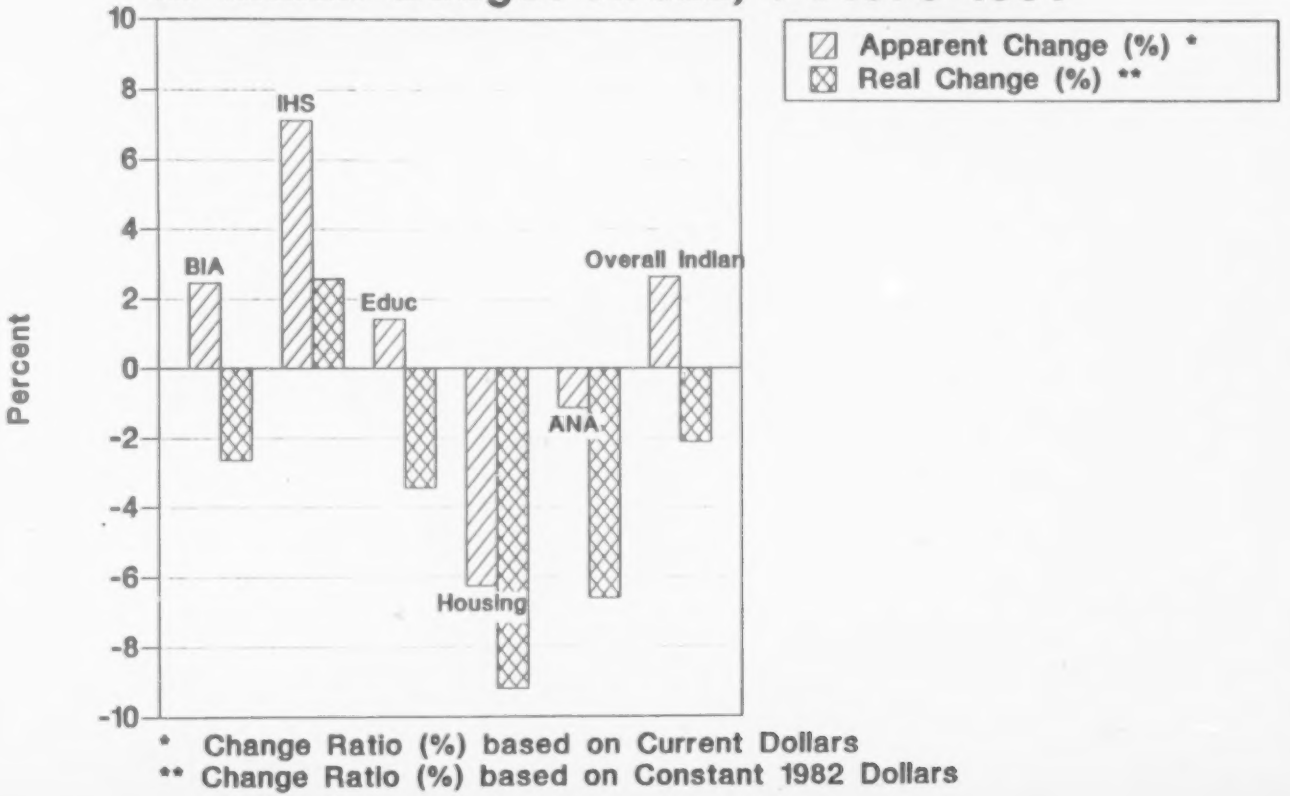
In Constant 1982 Dollars



Graph 19
Per Capita Expenditure: US Pop. & Indian Pop
FY1975 - FY1991, In Current Dollars

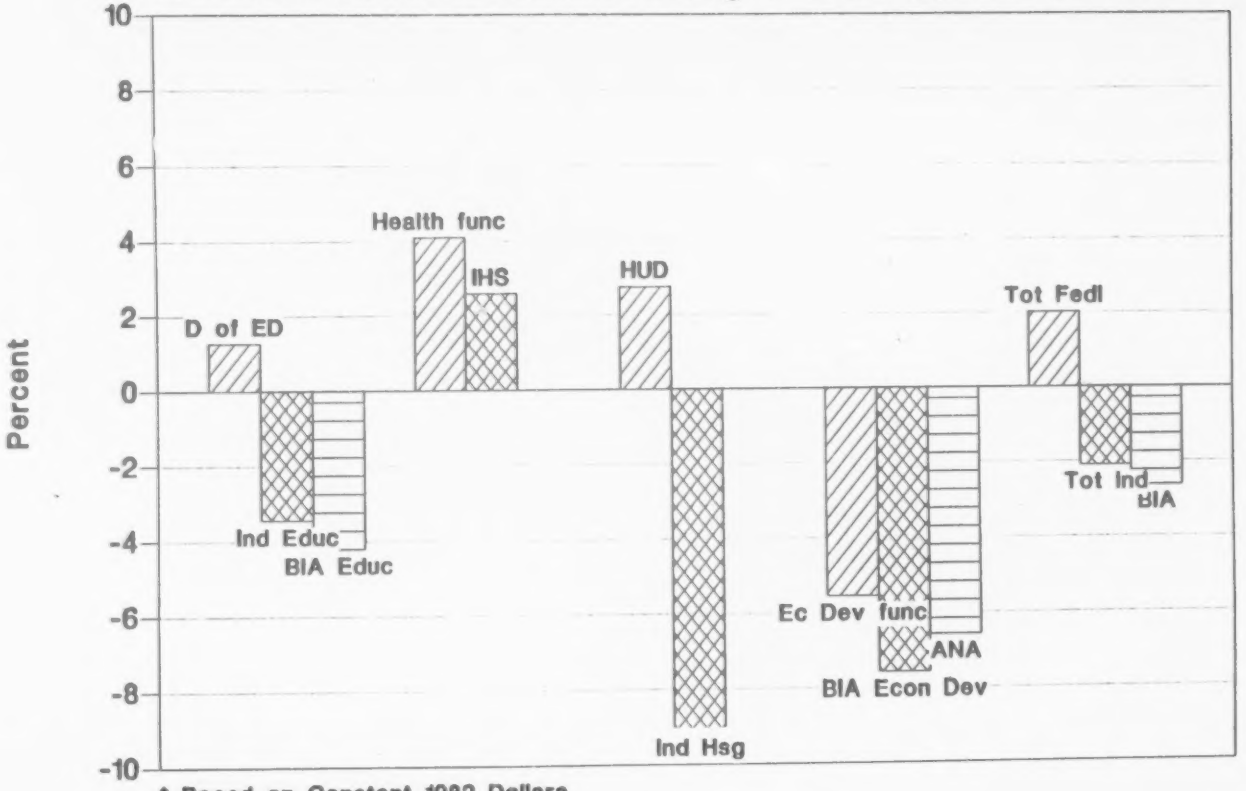


Graph 20
Apparent Vs. Real Change Ratios In Indian Budget Areas, FY1975-1991



* Change Ratio (%) based on Current Dollars
** Change Ratio (%) based on Constant 1982 Dollars

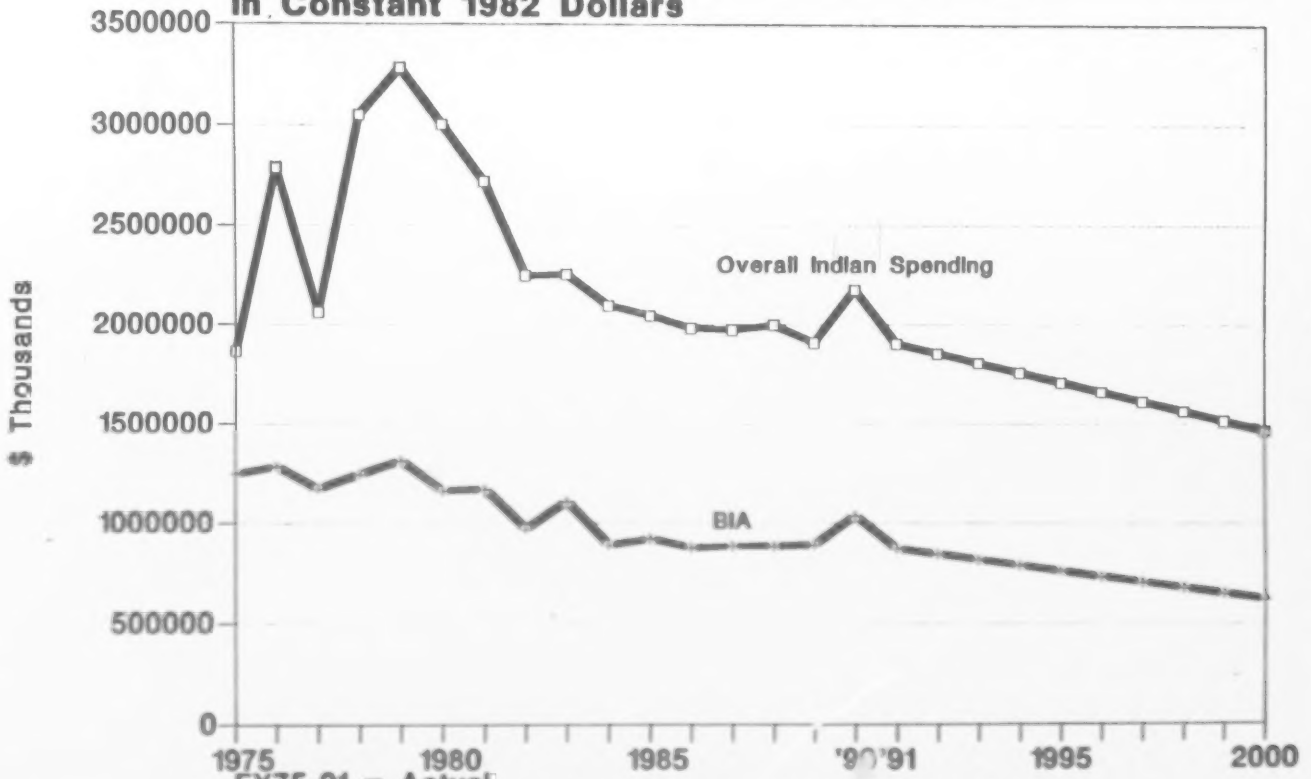
Graph 21
Comparison of Real* Change Ratios (in Percent) in Federal and Indian Budget Areas, FY1975-1991



* Based on Constant 1982 Dollars.

Graph 22: BIA & Overall Indian Spending, Actual & Projected, FY1975-2000

In Constant 1982 Dollars



FY75-91 = Actual.
FY92-2000 = Projections based on FY75-91 annual change.

Appendix Table 1. Budget Data for Selected Elements of the Federal Budget, in Current Dollars, FY1975-1991

[Dollar amounts in thousands, except per-capita figures]

Fiscal Year	Bureau of Indian Affairs (Approps.)	Indian Health Service (Approps.)	Indian Education in Dept. of Educ. (Approps.)	Indian Housing in HUD (B.A. Use)	Admin. for Native Americans (Approps.)	Overall Indian Budget
1975	$738,236	$293,103	$42,034	N/A	$32,000	$1,105,373
1976	$808,095	$338,926	$57,055	$511,200	$41,000	$1,756,276
1977	$787,359	$509,055	$57,212	N/A	$33,000	$1,386,626
1978	$897,740	$513,267	$59,732	$696,900	$33,000	$2,200,639
1979	$1,031,195	$569,153	$71,735	$874,300	$33,100	$2,579,483
1980	$994,227	$620,871	$75,900	$847,900	$33,800	$2,572,698
1981	$1,098,447	$869,762	$81,680	$471,500	$33,800	$2,555,189
1982	$970,360	$676,157	$77,852	$494,300	$28,000	$2,246,669
1983	$1,149,902	$752,916	$69,185	$340,600	$28,000	$2,340,603
1984	$957,593	$832,407	$68,780	$368,100	$29,000	$2,255,880
1985	$1,019,411	$862,203	$67,404	$290,200	$29,000	$2,268,218
1986	$995,693	$867,177	$64,187	$299,500	$27,742	$2,254,299
1987	$1,036,253	$940,750	$64,036	$245,000	$28,989	$2,315,028
1988	$1,071,406	$1,008,818	$64,234	$247,800	$29,679	$2,421,937
1989	$1,122,966	$1,081,993	$71,553	$102,699	$29,975	$2,409,186
1990E	$1,355,720	$1,252,970	$73,620	$136,099	$31,711	$2,850,120
1991P	$1,185,178	$1,295,080	$75,762	$0	$31,711	$2,587,731

Fiscal Year	BIA Education Program (Approps.)	BIA Indian Services Program* (Approps.)	BIA Economic Devt. Program** (Approps.)	BIA Natural Resources Program (Approps.)	U.S. Dept. of Education (Outlays)	U.S. Dept. of HHS (Outlays)
1975	$226,495	$98,703	$44,223	$31,337	$7,557,000	$39,997,000
1976	$243,590	$137,616	$52,441	$36,012	$8,049,000	$46,834,000
1977	$236,700	$159,118	$73,966	$45,536	$8,887,000	$53,464,000
1978	$258,203	$189,086	$76,422	$76,967	$10,037,000	$59,329,000
1979	$262,242	$205,198	$83,162	$75,338	$12,423,000	$65,038,000
1980	$270,033	$201,128	$77,971	$74,237	$14,770,000	$76,374,000
1981	$270,183	$227,249	$73,365	$85,711	$17,053,000	$89,774,000
1982	$265,606	$235,315	$52,884	$84,743	$14,808,000	$98,020,000
1983	$298,143	$277,865	$59,821	$119,241	$14,558,000	$125,941,000
1984	$255,754	$231,355	$59,009	$99,657	$15,511,000	$121,082,000
1985	$269,644	$219,071	$71,002	$124,101	$16,682,000	$132,104,000
1986	$257,299	$211,588	$60,810	$135,179	$17,673,000	$143,253,000
1987	$277,783	$252,761	$38,025	$144,428	$16,800,000	$148,893,000
1988	$238,434	$317,198	$39,543	$146,010	$18,246,000	$159,071,000
1989	$268,503	$293,150	$45,299	$181,696	$21,608,000	$172,301,000
1990E	$283,486	$296,093	$36,496	$124,014	$22,316,000	$191,174,000
1991P	$313,290	$303,208	$40,953	$119,831	$23,711,000	$204,082,000

See notes at end of table.

CRS-34

Appendix Table 1. Budget Data for Selected Elements of the Federal Budget, in Current Dollars, FY1975-1991 -- Continued

[Dollar amounts in thousands, except per-capita figures]

Fiscal Year	U.S. Dept. of HUD (Outlays)	U.S. Dept. of Interior (Outlays)	Education Function (Outlays)	Health Function (Outlays)	Economic Development Function (Outlays)
1975	$7,512,000	$2,223,000	$16,022,000	$12,930,000	$4,322,000
1976	$7,026,000	$2,435,000	$18,910,000	$15,734,000	$5,442,000
1977	$5,808,000	$3,216,000	$21,104,000	$17,302,000	$7,021,000
1978	$7,650,000	$3,878,000	$26,710,000	$18,524,000	$11,841,000
1979	$9,220,000	$4,174,000	$30,223,000	$20,494,000	$10,480,000
1980	$12,735,000	$4,477,000	$31,843,000	$23,169,000	$11,252,000
1981	$14,880,000	$4,461,000	$33,709,000	$26,866,000	$10,568,000
1982	$15,232,000	$3,948,000	$27,029,000	$27,445,000	$8,347,000
1983	$15,814,000	$4,552,000	$26,606,000	$28,641,000	$7,560,000
1984	$16,663,000	$4,947,000	$27,579,000	$30,417,000	$7,673,000
1985	$28,720,000	$4,825,000	$29,342,000	$33,542,000	$7,680,000
1986	$14,139,000	$4,789,000	$30,585,000	$35,936,000	$7,233,000
1987	$15,484,000	$5,050,000	$29,724,000	$39,968,000	$5,051,000
1988	$18,938,000	$5,147,000	$31,938,000	$44,490,000	$5,294,000
1989	$19,680,000	$5,213,000	$36,684,000	$48,390,000	$5,361,000
1990E	$22,802,000	$5,832,000	$37,652,000	$57,819,000	$8,776,000
1991P	$23,023,000	$5,698,000	$41,005,000	$63,698,000	$7,825,000

Fiscal Year	Natural Resources Function (Outlays)	U.S. Forest Service (Approps.)	U.S. Fish & Wildlife Service (Approps.)	Bureau of Land Management (Approps.)	Total Federal Non-Defense Budget*** (Outlays)
1975	$7,346,000	$1,032,627	$128,695	$398,892	$222,579,000
1976	$8,184,000	$1,041,911	$156,986	$425,670	$255,446,000
1977	$10,032,000	$1,381,031	$215,712	$477,513	$282,076,000
1978	$10,983,000	$1,743,837	$287,030	$778,783	$318,793,000
1979	$12,135,000	$1,883,000	$341,725	$845,929	$344,507,000
1980	$13,858,000	$2,049,802	$299,448	$926,720	$404,413,000
1981	$13,568,000	$2,112,684	$300,097	$1,032,942	$451,962,000
1982	$12,998,000	$1,992,050	$329,516	$1,232,512	$475,402,000
1983	$12,672,000	$2,131,500	$329,642	$1,109,262	$508,650,000
1984	$12,593,000	$2,165,926	$376,522	$653,251	$513,310,000
1985	$13,357,000	$2,268,483	$433,825	$844,705	$564,138,000
1986	$13,639,000	$2,473,708	$367,541	$564,154	$580,914,000
1987	$13,363,000	$2,365,020	$426,036	$692,159	$583,261,000
1988	$14,606,000	$2,553,102	$426,055	$774,904	$621,935,000
1989	$16,182,000	$2,780,203	$456,696	$871,612	$669,947,000
1990E	$17,499,000	$2,784,137	$533,506	$1,266,491	$725,303,000
1991P	$18,168,000	$2,744,540	$535,661	$1,007,833	$757,101,000

See notes at end of table.

Appendix Table 1. Budget Data for Selected Elements of the Federal Budget, in Current Dollars, FY1975-1991 -- Continued

[Dollar amounts in thousands, except per-capita figures]

Fiscal Year	U.S. Population	Indian Population (IHS data)	Overall U.S. Per Capita Expenditure	Indian Per Capita Expenditure	Implicit Price Deflator for GNP (1982=100)
1975	215,973,000	587,468	$1,031	$1,882	59.3
1976	218,035,000	611,296	$1,172	$2,873	63.1
1977	220,239,000	635,313	$1,281	$2,183	67.3
1978	222,585,000	726,551	$1,432	$3,029	72.2
1979	225,055,000	790,486	$1,531	$3,263	78.6
1980	227,757,000	828,609	$1,776	$3,105	85.7
1981	230,138,000	849,315	$1,964	$3,009	94.0
1982	232,520,000	870,963	$2,045	$2,580	100.0
1983	234,799,000	902,627	$2,166	$2,593	103.9
1984	237,001,000	937,043	$2,166	$2,407	107.7
1985	239,283,000	961,884	$2,358	$2,358	110.9
1986	241,596,000	986,881	$2,404	$2,284	113.8
1987	243,773,000	1,012,872	$2,393	$2,286	117.4
1988	245,302,000	1,039,841	$2,535	$2,329	121.3
1989	247,498,000	1,076,417	$2,707	$2,238	126.3
1990E	249,657,000	1,105,486	$2,905	$2,578	131.0
1991P	251,767,000	1,134,719	$3,007	$2,281	136.1

NOTES: * Includes Tribal Services and Navajo-Hopi Settlement Program.
** Includes Road Maintenance program.
*** Excludes national defense and net interest payments on national debt.
N/A Not available
E Estimates
P Proposed amounts and projections

SOURCES: See text.

Appendix Table 2. Budget Data for Selected Elements of the Federal Budget, in Constant 1982 Dollars, FY1975-1991

[Dollar amounts in thousands, except per-capita figures]

Fiscal Year	Bureau of Indian Affairs (Approps.)	Indian Health Service (Approps.)	Indian Education in Dept. of Educ. (Approps.)	Indian Housing in HUD (B.A. Use)	Admin. for Native Americans (Approps.)	Overall Indian Budget
1975	$1,244,917	$494,272	$70,884	N/A	$53,963	$1,864,035
1976	$1,280,658	$537,125	$90,420	$810,143	$64,976	$2,783,322
1977	$1,169,924	$756,397	$85,010	N/A	$49,034	$2,060,366
1978	$1,243,407	$710,896	$82,731	$965,235	$45,706	$3,047,976
1979	$1,311,953	$724,113	$91,266	$1,112,341	$42,112	$3,281,785
1980	$1,160,125	$724,470	$88,565	$989,382	$39,440	$3,001,981
1981	$1,168,561	$925,279	$86,894	$501,596	$35,957	$2,718,286
1982	$970,360	$676,157	$77,852	$494,300	$28,000	$2,246,669
1983	$1,106,739	$724,654	$66,588	$327,815	$26,949	$2,252,746
1984	$889,130	$772,894	$63,863	$341,783	$26,927	$2,094,596
1985	$919,216	$777,460	$60,779	$261,677	$26,150	$2,045,282
1986	$874,950	$762,018	$56,403	$263,181	$24,378	$1,980,931
1987	$882,669	$801,320	$54,545	$208,688	$24,693	$1,971,915
1988	$883,270	$831,672	$52,955	$204,287	$24,467	$1,996,650
1989	$889,126	$856,685	$56,653	$81,314	$23,733	$1,907,511
1990E	$1,035,113	$956,662	$56,210	$103,914	$24,212	$2,176,111
1991P	$870,935	$951,698	$55,674	$0	$23,303	$1,901,610

Fiscal Year	BIA Education Program (Approps.)	BIA Indian Services Program* (Approps.)	BIA Economic Devt. Program** (Approps.)	BIA Natural Resources Program (Approps.)	U.S. Dept. of Education (Outlays)	U.S. Dept. of HHS (Outlays)
1975	$381,948	$166,447	$74,575	$52,845	$12,743,676	$67,448,567
1976	$386,038	$218,092	$83,108	$57,071	$12,755,943	$74,221,870
1977	$351,709	$236,431	$109,905	$67,661	$13,205,052	$79,441,308
1978	$357,622	$261,892	$105,848	$106,602	$13,901,662	$82,173,130
1979	$333,641	$261,066	$105,804	$95,850	$15,805,344	$82,745,547
1980	$315,091	$234,688	$90,981	$86,624	$17,234,539	$89,117,853
1981	$287,429	$241,754	$78,048	$91,182	$18,141,489	$95,504,255
1982	$265,606	$235,315	$52,884	$84.743	$14,808,000	$98,020,000
1983	$286,952	$267,435	$57,576	$114,765	$14,011,550	$121,213,667
1984	$237,469	$214,814	$54,790	$92,532	$14,402,043	$112,425,255
1985	$243,142	$197,539	$64,023	$111,904	$15,042,381	$119,119,928
1986	$226,098	$185,930	$53,436	$118,786	$15,529,877	$125,881,371
1987	$236,612	$215,299	$32,389	$123,022	$14,310,051	$126,825,383
1988	$196,566	$261,499	$32,599	$120,371	$15,042,045	$131,138,500
1989	$212,591	$232,106	$35,866	$143,861	$17,108,472	$136,422,011
1990E	$216,446	$226,072	$27,865	$94,687	$17,038,613	$145,964,324
1991P	$230,223	$222,814	$30,095	$88,059	$17,424,175	$149,970,917

See notes at end of table.

Appendix Table 2. Budget Data for Selected Elements of the Federal Budget, in Constant 1982 Dollars, FY1975-1991 -- Continued

[Dollar amounts in thousands, except per-capita figures]

Fiscal Year	U.S. Dept. of HUD (Outlays)	U.S. Dept. of Interior (Outlays)	Education Function (Outlays)	Health Function (Outlays)	Economic Development Function (Outlays)
1975	$12,667,791	$3,748,735	$27,018,550	$21,804,384	$7,288,364
1976	$11,134,707	$3,858,954	$29,968,304	$24,935,024	$8,624,406
1977	$8,630,015	$4,778,603	$31,358,098	$25,708,767	$10,432,392
1978	$10,595,568	$5,371,191	$36,994,460	$25,656,510	$16,400,277
1979	$11.730,280	$5,310,433	$38,451,654	$26,073,791	$13,333,333
1980	$14,859,977	$5,224,037	$37,156,359	$27,035,006	$13,129,522
1981	$15,829,787	$4,745,745	$35,860,638	$28,580,851	$11,242,553
1982	$15,232,000	$3,948,000	$27,029,000	$27,445,000	$8,347,000
1983	$15,220,404	$4,381,136	$25,607,315	$27,565,929	$7,276,227
1984	$15,471,681	$4,593,315	$25,607,242	$28,242,340	$7,124,420
1985	$25,897,205	$4,350,766	$26,458,070	$30,245,266	$6,925,158
1986	$12,424,429	$4,208,260	$26,876,098	$31,578,207	$6,355,888
1987	$13,189,097	$4,301,533	$25,318,569	$34,044,293	$4,302,385
1988	$15,612,531	$4,243,199	$26,329,761	$36,677,659	$4,364,386
1989	$15,581,948	$4,127,474	$29,045,131	$38,313,539	$4,244,656
1990E	$17,409,682	$4,452,823	$28,747,888	$44,145,706	$6,700,613
1991P	$16,918,594	$4,187,210	$30,132,777	$46,808,868	$5,750,250

Fiscal Year	Natural Resources Function (Outlays)	U.S. Forest Service (Approps.)	U.S. Fish & Wildlife Service (Approps.)	Bureau of Land Management (Approps.)
1975	$12,387,858	$1,741,361	$217,024	$672,668
1976	$12,969,889	$1,651,206	$248,789	$674,596
1977	$14,906,389	$2,052,052	$320,523	$709,529
1978	$15,211,911	$2,415,287	$397,548	$1,078,647
1979	$15,438,931	$2,395,674	$434,765	$1,076,246
1980	$16,170,362	$2,391,834	$349,414	$1,081,354
1981	$14,434,043	$2,247,536	$319,252	$1,098,874
1982	$12,998,000	$1,992,050	$329,516	$1,232,512
1983	$12,196,343	$2,051,492	$317,269	$1,067,625
1984	$11,692,665	$2,011,073	$349,603	$606,547
1985	$12,044,184	$2,045,521	$391,186	$761,682
1986	$11,985,062	$2,173,733	$322,971	$495,742
1987	$11,382,453	$2,014,497	$362,893	$589,573
1988	$12,041,220	$2,104,783	$351,241	$638,833
1989	$12,812,352	$2,201,269	$361,596	$690,112
1990E	$13,360,759	$2,125,732	$407,340	$966,986
1991P	$13,350,867	$2,016,842	$393,634	$740,612

See notes at end of table.

Appendix Table 2. Budget Data for Selected Elements of the Federal Budget, in Constant 1982 Dollars, FY1975-1991 -- Continued

[Dollar amounts in thousands, except per-capita figures]

Fiscal Year	Total Federal Non-Defense Budget*** (Outlays)	Overall U.S. Per Capita Expenditure	Indian Per Capita Expenditure
1975	$375,344,013	$1,738	$3,173
1976	$404,827,258	$1,857	$4,553
1977	$419,132,244	$1,903	$3,243
1978	$441,541,551	$1,984	$4,195
1979	$438,304,071	$1,948	$4,152
1980	$471,893,816	$2,072	$3,623
1981	$480,810,638	$2,089	$3,201
1982	$475,402,000	$2,045	$2,580
1983	$489,557,267	$2,085	$2,496
1984	$476,610,956	$2,011	$2,235
1985	$508,690,712	$2,126	$2,126
1986	$510,469,244	$2,113	$2,007
1987	$496,815,162	$2,038	$1,947
1988	$512,724,650	$2,090	$1,920
1989	$530,441,013	$2,143	$1,772
1990E	$553,780,127	$2,218	$1,968
1991P	$556,360,342	$2,210	$1,676

NOTES: * Includes Tribal Services and Navajo-Hopi Settlement Program.
** Includes Road Maintenance program.
*** Excludes national defense and net interest payments on national debt.
N/A Not available
E Estimates
P Projections

SOURCES: See text.